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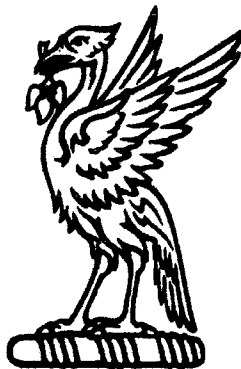
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MASTER OF BUSINESS ADMINISTRATION



The City of Liverpool

Final Dissertation

Gary Morris

Assessment Number X11147

The Public Sector Scorecard: A Critical Evaluation of its Application in Third Sector Supported Housing Services

Declaration

I confirm that this dissertation is submitted as part of the requirements for the completion of a Masters Degree in Business Administration and that it is an original piece of research completed wholly by the author and that it has not previously been submitted in whole or in part for any other academic purposes.

Signec

Acknowledgement

The author would like to acknowledge the efforts of all of the authors whose work has informed this research project, especially the work of Professor Max Moullin author of the Public Sector Scorecard. The author also wishes to thank Dr Thomas J Scanlon for his invaluable guidance, support and feedback on both the development of the research project itself and this the final dissertation, Liverpool City Council for funding and supporting the MBA programme, the Supporting People Suppliers for participating in the research and providing a valuable insight into the specific issues relating to working with homeless people and finally, but not least, the author wishes to acknowledge the unstinting support of his wife and children as without their encouragement this research dissertation would not have been completed.

Abstract

The context of the dissertation is set in chapter one with the introduction to the dissertation, details of the background and justification for the research are provided, the research question, the research aims and objectives and an explanation of key terms used during the research are set out. The dissertation continues with a summary of the literature on performance management and provides a synthesis of the literature on the balance scorecard and public sector scorecard including a review and critique regarding their application. Having set the research in context and summarised the literature an overview of the research design and research process is presented including details of the data collection and data analysis methods used, the sampling method used and the limitations of the research. The findings from the research are then set out including an interpretation and discussion regarding their relevance and implications both in respect of the literature and the Supporting People program. The research conclusions are then provided, contextualised within the existing academic literature, and an evaluation of the adopted methodology is presented. Finally, the dissertation outlines the key recommendations arising from the research including the need for further research. A number of appendices are provided including a detailed account of how the data was marshalled.

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Chapter 1: Introduction

1.0 Introduction to the chapter

The following chapter introduces the balance scorecard and the public sector scorecard and provides details of the background to, and a justification for, the research. The chapter presents the research question, research aims and the research objectives. The chapter continues with a chapter by chapter overview of the MBA dissertation, describes the key definitions and terms used during the research and concludes with a chapter summary.

1.1 The Balance Scorecard and the Public Sector Scorecard

It is clear from the literature review that there is a considerable body of work relating to performance management and performance measurement. One of the key theoretical concepts relating to performance management in the literature is the "balance scorecard". The balance scorecard approach to managing performance has been widely adopted by a number of organisations in both the private and public sectors.

The balance scorecard (BS) was developed by Kaplan and Norton (1992) and is based on the concept that organisations should develop a balanced set of measures across a number of perspectives to manage performance. The purpose of the balance scorecard is to provide a "balanced picture of the business" and the completed framework should provide the organisation with an overview of the organisations performance.

However, whilst the literature and a number of frameworks accept that a multi-dimensional approach to performance management is required there is little consensus about what these perspectives should be and a number of models present with different strengths and weakness. The performance management matrix (PMM) provides comprehensiveness, the tableau de bord, the balance scorecard and the performance pyramid all encourage the congruence of goals and actions (Cranfield, 2005).

A number of variations of the balance scorecard model have been developed since its initial introduction, the most significant of these for public and third sector organisations is the Public Sector Scorecard (PSS) developed by Professor Max Moullin (2002). The PSS has as its core an additional "strategic" perspective placed centrally in the model and the customer perspective is replaced by a service user/stakeholder perspective to take account of the strategic and stakeholder complexities associated with the performance management of public and third sector services.

There are significant criticisms of the use of scorecards and these include that there is no relationship between the different scorecard perspectives used to develop performance measures (Norreklit, 2000), that the use of scorecards does not address the needs and wants of all of an organisations stakeholders, that the scorecard concept lacks a cohesive supporting theoretical framework and that the social and environmental aspects of organisational performance are omitted from the scorecard model (Brignall, 2002).

A number of theoretical frameworks have been developed that attempt to deal with some of the weaknesses associated with scorecards, most notably, the performance prism which attempts to build stakeholder focussed performance measurements.

1.2 Background and justification for the Research

Having established that there is already a specific model for use in the public and third sectors it is necessary to now set out the background and justification for the research.

There is general consensus in what little literature there is that third sector organisations are required to undertake strategic planning and performance measurement and they must also set program goals including outcome related goals and then publicly report on the achievement of these goals (Buckmaster, 1999).

Another key point from the literature is that third sector organisations are traditionally poor at managing performance perceiving it as getting in the way of the real business of service delivery.

The governments' new public management agenda, the aims and objectives of which are co terminus with performance management now means that public sector decisions on the allocation of scarce resources are increasingly based on information that relates to the successful delivery of outcomes and the measurement of the delivery of those outcomes via effective performance management.

The shift towards performance management within the public sector means that both public sector and third sector organisations are operating in an increasingly competitive and outcome driven environment with the public sector resisting performance management and the third sector struggling to develop and implement effective performance management frameworks.

An example of the resistance and struggle is evident in the Supporting People program in Liverpool. Supporting People is central Government's long-term policy to enable local authorities to plan, commission and supply housing related support services to help vulnerable adults live independently, its introduction in 2003 brought together a number of significant funding streams into a single fund which is administered by local councils.

Liverpool has the second largest Supporting People program in the country with an annual budget of £43 million, delivering 588 services via 329 contracts to more than 10,000 people. The majority of the services support people with learning disabilities and people with complex needs, a significant number are delivered by the third sector via contracts with the council.

Key to the successful delivery of the program is successful partnership working and engagement with key stakeholders such as primary care trusts,

probation services, third sector suppliers and service users to develop high quality, value for money services.

The Supporting People program was subject to Audit Commission inspection in 2004 and 2005 and on both occasions a poor rating was given. A significant contributory factor to the poor rating was poor performance management, both at program level (programme performance) and at service level (service performance).

The Audit Commission (2005) highlight a number of key areas which the Council needs to address including the need for more effective performance management and monitoring, better engagement of stakeholders, improved delivery of key performance information from suppliers, the introduction of a robust system to strategically drive improvement and performance manage better outcomes and the alignment of priorities, strategies, resources and performance management arrangements.

The aim of this research was to identify, examine and evaluate the Public Sector Scorecard performance management framework and its supporting methodology and its application in relation to housing related support services in the third sector.

1.3 Research question, research aims and supporting objectives.

1.3.1 The research question

What are the key issues and challenges for Supporting People in relation to the use and application of the Public Sector Scorecard (PSS) performance management framework with third sector housing related support suppliers?

1.3.2 The research aims

The research aims to:

1. Identify the level of understanding of the PSS model with third sector housing related support suppliers.
2. Examine the theoretical framework of the PSS with third sector housing related support suppliers
3. Evaluate the public sector scorecard implementation methodology and its application with third sector housing related support suppliers.

1.3.3 The research objectives

Objective	To produce a qualitative analyses of the public sector scorecard model and its applicability in relation to housing related support services.
Objective	To produce a critical evaluation of the public sector scorecard framework in relation to its implementation in housing related support services for people with chaotic lifestyles.

1.4 Structure of the dissertation

The structure of the MBA dissertation is provided below:

Chapter 1: The purpose of the chapter is to set the dissertation in context providing an introduction to the dissertation, details of the background and justification for the research, defining the research question, setting the research aims and objectives and explaining the definitions and key terms used during the research.

Chapter 2: The purpose of the chapter is to summarise the review of the literature on performance management and to provide a synthesis of the literature on the balance scorecard and public sector scorecard and review and critique regarding their application.

Chapter 3: The purpose of the chapter is to set out an overview of the research design and research process including details of the data collection and data analysis methods used, the sampling used and the limitations of the research.

Chapter 4: The purpose of the chapter is to set out the findings from the research including an interpretation and discussion regarding their relevance and implications both in respect of the literature and the Supporting People program.

Chapter 5: The purpose of the chapter is to present the research conclusions contextualised within the existing academic literature and an evaluation of the adopted methodology.

Chapter 6: The chapter completes the main body of the dissertation and outlines the key recommendations arising from the research.

1.5 Definitions and key terms used during the research

Table 1

Key Term	Definition
Supporting People	Central government program providing funds for the delivery of housing related support services
Performance Management	A set of processes which seeks to provide an overview of the delivery of key aims and objectives
Performance Measurement	The process of quantifying the efficiency and effectiveness of action
Balance Scorecard	A performance management framework which seeks to establish a balanced set of performance measures.
Public Sector Scorecard	An adaptation of the balance scorecard which takes account of the particular needs of the public and third sectors

New Public Management	A management paradigm based on disciplines developed in the private sector and introduced into the public sector to drive improvements in public sector service delivery by central government
Public Sector Organisation	An agency of government either central or local
Third Sector Organisation	An organisation that is non-profit making and engaged in the delivery of services in partnership with or on behalf of government either central or local
Supplier	A third party contracted to deliver a supporting people service by Liverpool City Council
Housing Related Support	A range of activities designed to enable a vulnerable adult to maintain and/or gain an independent tenancy
Service User	A person in receipt of housing related support
Key Stakeholder	An organisation (other than the supplier) who has an interest in the service being delivered either directly or indirectly
Strategy Map	A diagrammatic tool to assist with the identification of key strategic aims and objectives for a balance scorecard
Process Map	A diagrammatic tool to assist with the identification of key performance indicators for a balance scorecard

1.6 Summary of the chapter

This chapter set out the background and context to the research including a summary of the research aims, objectives and questions.

The chapter continued with a justification for the research and provides an overview of the MBA dissertation together with definitions of the key terms used.

Chapter 2: Review of the Literature

2.0 Introduction to the chapter

The following chapter reviews the literature in relation to performance management, and includes a definition of performance management, the difference between performance management and performance measurement, and a perspective on performance management from the public sector and the third sector. The chapter continues with an overview of the literature of the balance scorecard including criticisms on both the methodology and framework, an overview of the public sector scorecard and details the reasons for the adaptations made to the balance scorecard to produce the Public Sector Scorecard for use in the Public and Third Sectors and finally a summary of the chapter is presented.

2.1 What is Performance Management?

The origins of performance management lie within the fields of human resources and financial management, (Armstrong and Baron, 2003) but within the literature it is difficult to establish or identify a single agreed definition of the term, (Anderson, Henrikson, Aarseth, 2006). It can be determined that performance management is a strategic and integrated process, (Armstrong, 2003) and that it involves performance measurement systems and processes which are about managing both people and resources, the IDeA, (2005), Holloway, (1999), and Rouse (1999) state that it also includes performance indicators, performance appraisal, value for money and quality assurance.

Performance measurement is a key element of the performance management process and can be defined as the process of quantifying the efficiency and effectiveness of action and the measurement of progress against objectives with the results reported to decision makers to improve performance (Thakker, Vallabh, Deshmukh, Gupta, Shankar, 2007).

There are valid reasons why performance needs to be managed and the Cranford Business School PMMI Project (2005) explains that managing performance helps with strategy development and strategy implementation, checks progress against objectives or targets, enables communication with key stakeholders, evaluates and rewards good performance, benchmarking to improve service quality and to inform decision making.

However, improving service quality is a subjective issue (Carmen 1990, Crosby, 1979, Garvin, 1983, Parasuraman, Zeithaml, and Berry, 1985) and it is also a multi-dimensional concept (Cronin and Taylor, 1992, Grönroos, 1982, 1990, Parasuraman *et al*, 1985, 1988). There are two dimensions to service quality, (Grönroos, 1982, 1990) the outcome dimension and the process dimension.

The literature suggests that there is an increasing move towards the measurement of outcomes in performance management frameworks, outcomes are associated with the result of the service delivery or transaction (Grönroos, 1982, 1990) or the changes or benefits for individuals or communities as a result of the service, (Buckmaster, 1999).

Outcome measurement requires that goals and objectives be clarified, measures be linked to such goals, data collection methods be valid and reliable, and the time span be identified to collect and analyse outcome data. However, Smith, (1995) argues that despite much work on measuring performance since the early 1980s, it is still impossible to measure outcomes.

As the body of literature on performance management has increased there has been a parallel development of the terminology associated with performance management (Rouse, 1993, 1999) and a general criticism of performance management in the literature is that it has become an industry, particularly where the public sector is concerned, (Holloway, 1999, Rouse, (1993, 1999).

2.2 Performance Management: Public Sector Perspective

The current climate of change management and the plethora of initiatives associated with public sector reform, (McAdam, 2005) has meant that public sector organisations are under considerable pressure from both internal and external sources, (Boyne, 2003, Hood, 2001, Pollitt, 2000, Peters and Savoie, 1998) to demonstrate that there have been improvements in performance and that goals and objectives are being achieved, (Wisniewski and Stewart, 2004, Power, 2000).

Leeuw (1996) articulated the priorities of the New Public Management agenda as being economy, efficiency, and effectiveness of policy and practice and Kohlberg (2007) believes that the interest in performance management now prevalent in the public sector may be seen as a result of a shifting of the traditional way of controlling the public sector based on a market-oriented mindset and the New Public Management agendas orientation towards results, individual responsibility and flexible organizations, employment and personnel.

Moulin (2002) and De Bruijn (2001) agree that the objectives of performance management, such as financial accountability, greater transparency, and reductions in terms of size, cost are co-terminus with the objectives of the governments' new public management agenda and the Audit Commission and the IDeA (2005) found that well-performing authorities make clear links between the actions of individuals, teams, services and directorates, and high-level objectives.

However, there has been resistance to the change that modernisation is seeking to drive in the public sector, (Symon, 2004) and there is doubt amongst both politicians and public sector workers as to whether the use of performance management techniques to deliver improvement and the introduction of private sector approaches will work in the public sector,

(Radnor and McGuire, 2004).

2.3 Performance Management: Third Sector Perspective

The drive for modernisation in the public sector has inevitably had an impact on the third sector, Myers and Sacks, (2001), state that one of the main impacts of the new public management agenda on the third sector is the increased social, political and economic significance of the sector in relation to the delivery of public services and that the introduction of performance management disciplines and frameworks has led to the need for third sector organisations to become involved in new relationships with clients, suppliers and government. Courtney (1994) believes that the tradition of innovation in the third sector and the differences between the third and public sectors are now no more. Further, he asserts that the move from grant funding to procurement tendering and the purchasing of services via contracts with third sector organisations to defined standards has had a major impact on the third sector making it much more accountable and placing it in a much more competitive environment.

However, there is little agreement about what accountability is in the third sector and Buckmaster (1999) confirms that funding bodies typically determine many of the accountability criteria. Further, Buckmaster (1999) supports Courtney's (1994) view that accountability has become vital in the third sector as government effects funding stringencies by introducing criteria based on the ability to prove that specified goals have been achieved.

"Third sector organisations are now required to undertake strategic planning and performance measurement and they must also set program goals including outcome related goals and then publicly report on the achievement of these goals". Buckmaster (1999).

A number of studies, (Brinkerhoff, 1979, Hofstede, 1981) conclude that third

sector organisations are poor at managing their performance, perceiving it as an activity that gets in the way of the real work of delivering services. Similarly, other studies, (Anthony and Herzlinger, 1980, Abernathy and Chua, 1994, Osborne, Bovaid, Mahon, Tricker and Waterson, 1995) and DiMaggio, (1996) discovered that third sector organisations have performance measurement systems that lack the necessary complexity. Warner (1967) and Hofstede (1981) believe that goals set by third sector organisations are often ambiguous and they can experience conflicts because of a lack of knowledge about the relationships between performance measures and goals. Similarly, Warner (1967) and Hofstede (1981) and Milne and Gibson (1994) found that quality assurance is rare in the third sector.

2.4 The Balance Scorecard

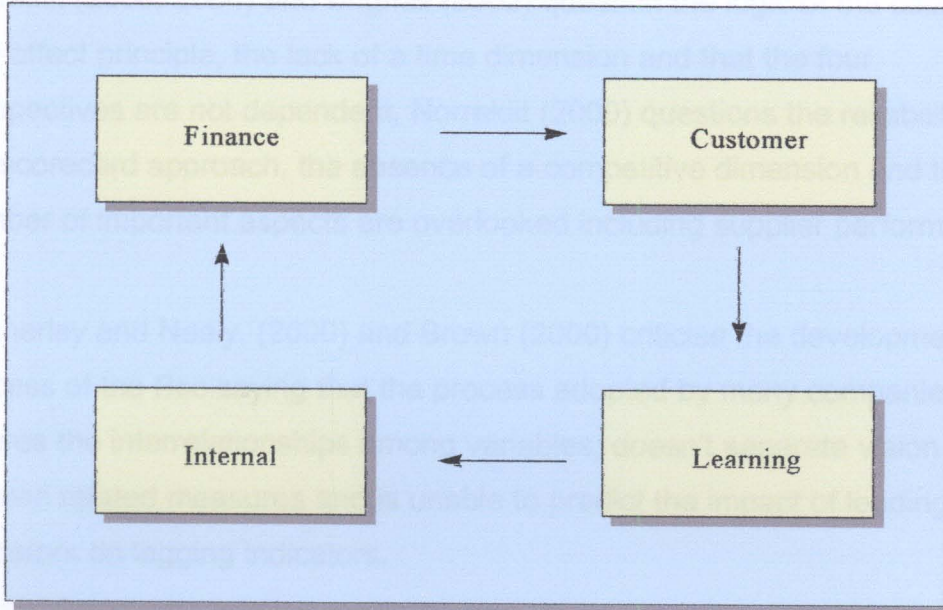
The increased complexity of organisations themselves and the environment in which they operate means that it is no longer appropriate for financial measures to be the only means of assessing an organisations performance, need to be developed and implemented (Bititci, Carrie, Mcdevitt, 1997) and a number of different types of measure, (Drucker, 1978, Anthony and Young, 1988, Drucker, 1990, Osborne et al. 1995, Stone and Gershenfield, 1996).

The concept of the need for a varied set of measures was developed into a framework called the balance scorecard (Bsc) by Kaplan and Norton (1992). The framework emphasises that the set of measures used should provide a balanced picture of the business and the Cranford Business School PMMI Project (2005) acknowledges that the BSc framework is by far the most well known and accepted approach to modern performance management.

A number of studies (Johnson, 2003, Green, Garrity, Gumbus, and Lyons, 2002) demonstrate that the Bsc can be used across a broad range of organisations almost regardless of their size and Mouritsen (2005) acknowledges that the Bsc builds on Porters competitive strategy, but the

Bsc model is criticised by the same author because it is based on a number of assumptions such as the presence of market competition and a stable group of customers, neither of which are always present in the public or third sectors.

The "Traditional" Balance Scorecard. Kaplan & Norton (1996)



As illustrated above the balance scorecard seeks to help organisations identify an equal number of measures in four distinct areas:

- Finance
- Customer
- Internal
- Learning

Kaplan and Norton, (1996) suggest that a typical balanced scorecard may employ 20-25 performance measures and identifying which measures should be employed for the development of the balanced scorecard is a crucial step.

The Bsc approach can be summarised as the development of a performance management framework that translates strategic objectives into a coherent set of performance measures, the biggest strength of the Bsc, compared to

other frameworks, lies in its ability to link performance among different classes of performance – financial and non-financial, internal and external, (Thakkar et al, 2007).

However, there are a number of further criticisms associated with the Bsc Norreklit (2000, 2004) and Brignall (2002) question the logic of the cause-and-effect principle, the lack of a time dimension and that the four perspectives are not dependent, Norreklit (2000) questions the reliability of the scorecard approach, the absence of a competitive dimension and that a number of important aspects are overlooked including supplier performance.

Kennerley and Neely, (2000) and Brown (2000) criticise the development process of the Bsc saying that the process adopted by many companies ignores the interrelationships among variables, doesn't separate vision and mission related measures and is unable to predict the impact of leading indicators on lagging indicators.

A number of studies have sought to deal with the criticisms for example, Keegan, Eiler, and Jones, (1989) propose a balance between the internal and external measures and between the financial and non-financial measures; Cross and Lynch (1989) describe a pyramid of measures which integrate performance management through the hierarchy of the organisation (the golden thread); Fitzgerald, Johnston, Brignall, Silvestro, and Voss, C. (1991) distinguish between the results and their determinants and more recently, Neely, Adams, and Kennerley, (2002) set out the performance prism to try to deal with the issue of stakeholder complexity.

A key development in the Bsc approach is the shift in emphasis from the need for an exact balance of measures towards the need to explicitly link performance outcomes to the drivers that enable the achievement of those outcomes, this despite Smiths (1995) view that it is almost impossible to measure outcomes. This change in emphasis is identified by Cobbold and Lawrie (2002) and Speckbacher, Bischof, and Pfeiffer (2003) who identify 3 different types of Bsc, and identify that the evolution of the Bsc approach

also includes a change from performance measurement to strategy development and strategic control.

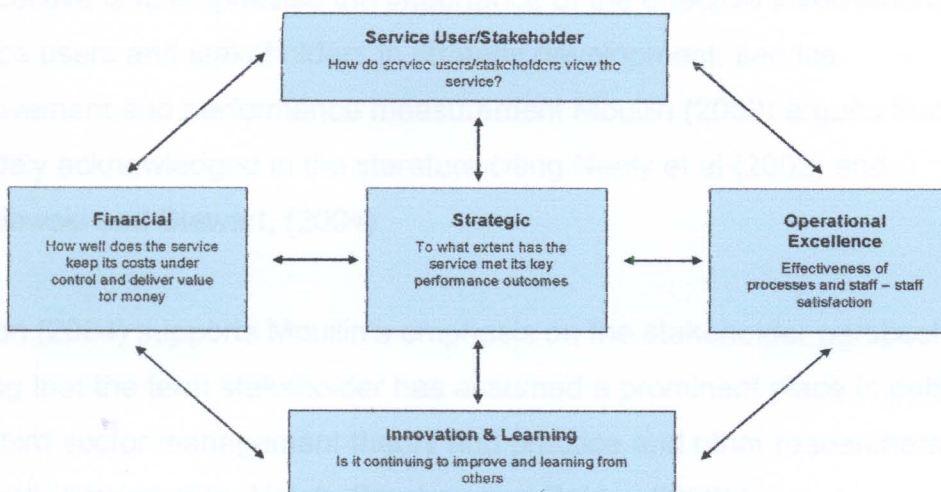
As we can see the original architecture of the Bsc has been subject to continuous revision and development, Kaplan and Norton (1996, 2000, 2004) and there are now several different versions of the Bsc framework in the literature, Cobbold and Lawrie (2002), Speckbacher et al, (2003) somewhat inevitably then, a version has also been designed specifically to meet the needs of public and third sector organisations, this is the Public Sector Scorecard (Moullin, 2002).

2.5 The Public Sector Scorecard

The Public Sector Scorecard (PSS) is a balance scorecard model which has been developed from Kaplan and Norton's original model by Professor Max Moullin Director, Quality Management and Performance Measurement Research Unit, Faculty of Organisation and Management, Sheffield Hallam University, the PSS model was developed in 2002.

The public sector scorecard is presented below:

The Public Sector Scorecard



Taken from Moullin 2002

One of the key drivers for Moullin's adaptation of the Kaplan/Norton Bsc model is the recognition that whilst public and third sector organisations share many common features with private sector organisations there are some quite fundamental differences which need to be taken account of in their utilising performance management frameworks (Moullin 2002).

The Public Sector Scorecard has an additional strategic perspective and the service user/stakeholder perspective replaces the "customer" perspective as illustrated above, therefore increasing the number of perspectives under which performance measures must be developed from the original four to five perspectives.

The purpose of the additional strategic perspective is to examine the organisation's progress against its main objectives and key performance targets. However, a number of studies (Cranfield PMMI Project, 2005) argue that if and when an organisations strategy changes then the measures in place to determine if it is being achieved or not need to change also, Goold and Quinn, (1990) believe that strategy needs to change frequently and opportunistically and that fixed strategy goals may be dysfunctional and potentially conflict with a manager's powers of intuition and judgement.

The PSS shift from a "customer" perspective to a service user/stakeholder perspective is to emphasise the importance of the effective involvement of service users and stakeholders in strategy development, service improvement and performance measurement Moullin (2002) argues that this is widely acknowledged in the literature citing Neely et al (2002) and Wisniewski and Stewart, (2004).

Bryson (2004) supports Moullin's emphasis on the stakeholder perspective stating that the term stakeholder has assumed a prominent place in public and third sector management theory and practice and other researchers in the field (Amaratunga, Haigh, Sarshar, and Baldry, 2002) have acknowledged that public sector organisations multiple stakeholder

dimension needs to be taken account of in any performance management framework utilised concluding that the issue of multiple stakeholders in the public sector in comparison to the focus of the private sector on customers presents difficulties that must be addressed in attempting to adapt private sector approaches, for example, the use of balanced scorecards.

However, there is little research on multiple stakeholder approaches to performance management, Wisniewski and Stewart (2004) and Bryson (2004) confirm that there is still a paucity of research that clearly articulates how to systematically identify and analyse stakeholders, or how to manage the various complex and often competing stakeholder relationships.

The RSA (1995) suggest that competitive success in the future will increasingly depend on taking an inclusive approach that requires an understanding of the needs of all stakeholders. A number of studies (Freeman, 1984, Alkhafaji, 1989, and Nasi, 1995) highlight that a stakeholder approach to performance management is most appropriate if organisations are to manage performance which is consistent with the environment in which they operate and that this approach is most likely to enable organisations to align strategies with social and ethical issues, both of which are of critical importance in housing related support services.

The overriding aim of the PSS model and its implementation methodology is to align strategy, processes and performance indicators to improve the quality of services for service users. It is commonly stated in the literature that one of the main benefits of the Bsc is that it translates strategy into action, and that measures should be derived from strategy. However, there is little evidence in the literature of this concept being seriously challenged and Neely et al. (2002) argue that strategy is a reaction to opportunities or threats in the organisations operating environment and that the starting point for the development of a scorecard must be a clear understanding of the environment that the organisation is operating in.

So the starting point for deciding what to performance manage shouldn't be the organisation's strategy but rather stakeholder identification and finding out what they want and need. Further, stakeholders have to recognise that their relationships are reciprocal.

Melina and Selto (2002) stress that target setting and milestone setting is critical to the success of performance management, however there is little guidance which sets out how targets and milestones should be selected in the scorecard approach, most targets are set on past performance, Johnston, (2003) and there is little evidence in the literature of the use of targets across broad multidimensional perspectives of performance. Moulin's model offers that targets and milestones should be rationalised but doesn't provide guidance on how this rationalisation is to be successfully achieved.

Another key element given additional emphasis by Moullin (2002) in the PSS model is risk management. Moullin (2002) cites Lawrie, Kalff, and Andersen, (2003) who state that identifying and addressing key risks are essential for any high-performing organisation and therefore any evaluation of performance without considering risk is incomplete. Not only is risk management essential for effective performance measurement and strategy development, integrating risk management with the development of a scorecard and a strategy map creates a strategic context for the calculation of risk, thereby better informing decisions on risk management, Lawrie et al, (2003).

Moullin (2002) believes that organisations should address risk under each of the 5 perspectives. Moullin (2004) gives the following example "this would involve evaluating the strategic risks to the organisation, risks to service users and stakeholders, operational risk, financial risks, and innovation and learning risks. Included within the last category are the effectiveness of the organisation's risk management policies and its attitude to risk taking".

Moullin (2002) believes that the overriding emphasis on finance in the traditional scorecard model and lack of focus on outcomes and outputs fails to take account of the particular challenges and ethos of the public and third sectors, consequently the PSS model places less emphasis on the finance perspective, but as we have already established the successful measurement of outcomes is, to say the least, problematic.

The methodology for implementing the PSS is founded on that of the balance scorecard and is set out in appendix 1.

There are a number of key elements contained within the Public Sector Scorecard methodology which Professor Moullin indicated is not intended to be incremental and these include working across organisational boundaries with the objective of creating the “golden thread” of performance management and the alignment of strategy, processes and performance indicators to deliver improved service outcomes for service users in an environment of continuous improvement.

The implementation methodology for the PSS also makes use of the eight essentials of performance management developed by Moulin (2002).

2.6 Summary of the Chapter

The chapter set the discipline of performance management in context describing its development from a financial and human resources discipline into a much broader management tool and continued with a discussion of the Bsc and the PSS. Whilst the scorecard approach is widely used there are a number of criticisms of the approach in the literature including that the model lacks a time dimension, that there is no relationship between the dimensions, that the measurement of outcomes is difficult, the lack of a competitive dimension and a that the approach relies on assumptions that a number of authors have challenged.

Chapter 3: Research Methodology

3.0 Introduction to the chapter

The purpose of this chapter is to provide an overview of the research design implemented by the researcher to test the theoretical framework of the public sector scorecard set out in the previous chapter.

The chapter details the research process adopted and continues with an explanation of the data collection and data analysis methods employed by the researcher including a justification for the approach and methods.

The sampling method used by the researcher is discussed and justified and the chapter continues with a commentary of the limitations of the study design.

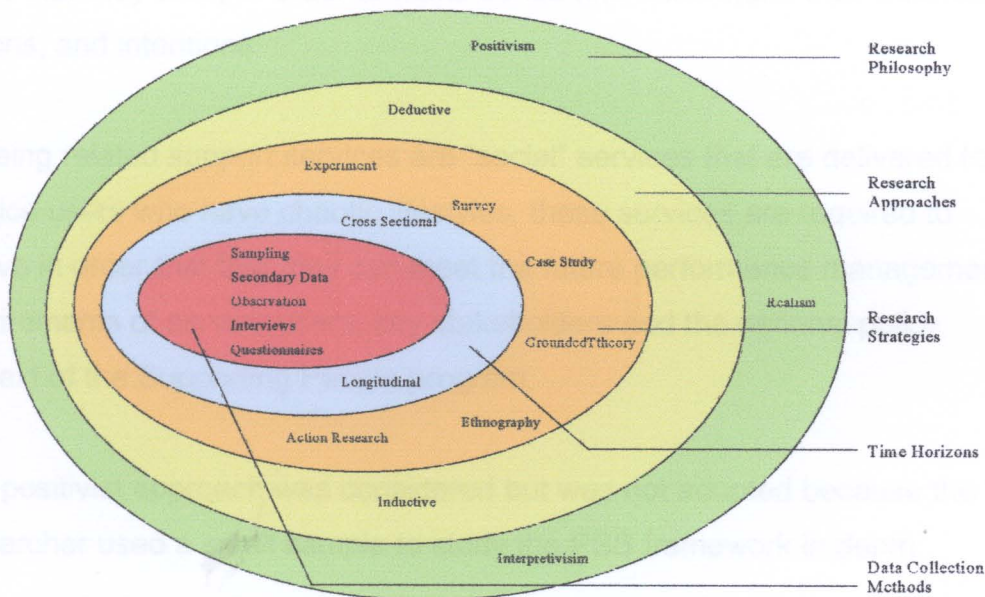
Finally the issues of observer influence are covered as is the ethical approach to the research and a summary of the chapter is presented.

3.1 Overview of the research design

3.1.1 Research philosophy

There are a number of research philosophies available to the researcher and these are illustrated in the diagram below, the research process onion.

Source: Research Methods for Business Students: Saunders, Lewis & Thornhill, 2003, Chapter 4, p. 83



The research philosophy chosen by the researcher for this research was the interpretive research philosophy. This approach was adopted because it is identified as a successful form of research in the fields of sociology, cultural anthropology, political science and social work, (Irving and Gaffikin, 2006) and because it is increasingly valued in business management research where there is growing dissatisfaction with the information produced by quantitative research, (Cepeda and Martin 2006), this approach enables researchers to "get close" to participants, to "penetrate their internal logic and interpret their subjective understanding of reality" (Shaw, 1999), and this philosophy aids in the understanding of the way institutions evolve, (Mouck,

1998), and allows research questions to be generated out of actual cases, (Hopper and Powell, 1985).

The interpretist approach to research is based on the assumption that research participants respond in a subjective way, Saunders et al (2003) indicate that the interpretist approach draws meaning through the interpretation of events and attempts to understand the subjective reality of those that they study in order to make sense and understand their motives, actions, and intentions.

Housing related support services are “social” services that are delivered to service users who have chaotic lifestyles, these services are required to evolve in order that they can meet the future performance management requirements of service users, key stakeholders and the national policy context of the Supporting People program.

The positivist approach was considered but was not adopted because the researcher used a small sample to study the PSS framework in depth.

3.1.2 Research approach

There are two main research approaches which can be used by the researcher, the deductive or quantitative approach and the inductive or qualitative approach. The deductive or quantitative research approach was considered but was not adopted because of the small sample size and the need to produce an information rich piece of research.

This research adopted an inductive or qualitative approach and in addition to the sample size a number of other factors contributed to this decision including that qualitative research has the potential to inform public policies, existent social movements, and daily community life”, (Fine and Weis, 1996) but more importantly because qualitative research sees the world from the viewpoint of the people working in organisations, doing particular jobs, they are the respondents, they say what they say they do and what they think

about what they do, Hannabuss, (1993).

The qualitative approach enabled the researcher to study in detail, (Irvine and Gaffikin, 2006) and data collection is not limited to predetermined categories, a qualitative methodology allows the researcher to test an existing theoretical framework and to study the issues in depth (Patton, 1991).

3.1.3 Research strategy

The research strategy adopted was the case study strategy. Case study research is particularly appropriate for research which deals with practice-based problems where the experiences of the actors are important and the context of action is critical, (Bonoma, 1983) and Cepeda and Martin (2006) believe that a case study strategy is well suited to capturing the knowledge of practitioners and documenting the experiences of practice.

Robson (2002) defines the case study approach as a strategy for doing research which involves the investigation of a particular contemporary phenomenon within its real life context and the case study approach can be a worthwhile way of exploring existing theory and a simple case study can enable existing theory to be challenged Saunders (Lewis, Thorhill, 2003).

3.2 The Research Process

The research was conducted via semi structured interviews. Research interviews are only one example of qualitative research methods, others being questionnaires and observation, the research interview was selected because it allows the researcher to get as close as possible to the world of managers and enables the researcher to interpret this world and its problems from the inside, as they are seen and felt at various points and levels (Schwartzman, 1993).

There are different types of research interview ranging from the informal to the formal with a number of variations in between, and each approach has

its strengths and weaknesses, the highly structured approach is useful for eliciting information about large numbers of people whilst the informal interview, utilising an “open structure” is preferable when complex, personal or sensitive issues are being probed, (Hannabuss, 1993).

The informal interview approach was selected because it allowed the respondents to feel relaxed, this was important because Supporting People suppliers are sensitive to the criticisms levelled at the program and are under considerable pressure from the Council to justify the cost, quality and performance of their services, they face the prospect of competitive tendering of their services and the use of informal interviews helped deal with these sensitivities.

The research did not make use of interview schedules for the interviews because such a small number of people were interviewed and Kane (1985) recommends their use when interviewing a large number of people, and even when schedules are used the information presented can cause real challenges to the researcher at the data analysis stage anyway (Hannabuss 1993).

The research interviews were designed to be open to enable the researcher to respond to opportunities, unexpected outcomes and emerging themes as the interviews progressed so as to be able to add new questions to the interviews. Eisenhardt (1989) encourages such an approach because inductive research is built on understanding, rather than statistical comparisons between data collected through standardised protocols.

Similarly, Silverman (1998) argues that there is no agreed doctrine underlying qualitative research and that the common element of qualitative research is the collection of data in the form of words and statements, which is analysed by methods that do not include statistics or quantification.

However, the research interviews had as their basis, and were guided by, the research question, aims and objectives as set out in chapter 1.

3.2.1 Primary research interviews

Initial contact was made with the 3 suppliers via email explaining the proposed research and seeking agreement for participation in the research.

All 3 suppliers responded via email, S1 and S3 agreed to participate in the research following the initial email request, S2 requested further information on the research aims and objectives which was sent via email. S2 then agreed to participate in the research.

The researcher then telephoned each of the research participants individually to explain the timescales involved, the data collection method to be used, the purpose of the research and the ethical considerations of the research as the researcher is also the funder and to answer any questions the research participants may have.

The researcher was able to use the telephone contact to establish a number of facts regarding the research participants' knowledge and understanding of performance management, performance measurement and the balance scorecard approach.

Dates were agreed with each of the participants for the semi structured interviews and written confirmation was given.

The dates of the interviews with suppliers are below.

- Supplier 1: 20th February 2007
- Supplier 2: 16th February 2007
- Supplier 3: 28th February 2007

The primary research interviews with the housing related support suppliers were designed to enable the gathering of rich contextual data which sought to explore and critically evaluate the theoretical framework of the PSS.

The questions used were both open and closed questions designed to initiate a discussion with the research participant around the structure of the public sector scorecard and the implementation methodology of the public sector scorecard.

The research participants were able to bring their own experience and knowledge of performance management, service delivery, service users and working with key stakeholders to the research during the interviews and the researcher reflected back responses given to check understanding and also prompted more detailed responses on key issues.

Key areas covered during the primary research interviews included:

- The 5 perspectives of the public sector scorecard
- The alignment of strategy, processes and performance indicators to improve outcomes
- The involvement of service users and key stakeholders
- The emphasis on risk management
- The key principles associated with the public sector scorecard
- Working across organisational boundaries

3.3 Data Collection

As proposed by Wass and Wells (1994) the semi structured interviews explored a number of key themes, these related to the theoretical framework of the public sector scorecard and the implementation.

A variety of questioning techniques were employed including the use of open questions to allow participants to define and describe a situation, closed questions to obtain specific information or to confirm a facts or opinions and

probing questions to explore responses, (Saunders et al, 2003).

The research interviews with the suppliers were recorded onto digital media and professionally transcribed by an independent company with a track record of transcribing academic work and the interviews were limited to a maximum of 1 hour.

Saunders et al (2003) believe there is a need "to create a full record of the interview soon after its occurrence as one means to control bias and to produce reliable data for analysis". This view is reinforced by Healey (1991), Healey and Rawlinson (1994) and Robson (2002) who also believe that a "full record of interview should be compiled as soon as possible after it has taken place". Saunders et al (2003) identify a number of advantages and disadvantages with this approach as set out below.

Table 2: Advantages and disadvantages of recording research interviews

Advantages	Disadvantages
Allows interviewer to concentrate on questioning and listening	May adversely affect the relationship between interviewee and interviewer
Allows questions formulated at an interview to be accurately recorded for use in later interviews where appropriate	May inhibit some interviewee responses and reduce reliability
Can re-listen to the interview	Possibility of a technical problem
Accurate and unbiased record provided	Disruption to discussion when changing tape
Allows direct quotes to be used	Time required to transcribe the tape
Permanent record for others to use	

3.4 Sampling

The research utilised the purposive sampling technique as the research employed a very small sample. Neuman (2000) believes that this sampling technique enables the selection of cases that are particularly informative and further that this sampling technique is customary when adopting the case study approach.

A number of critical factors associated with housing related support services were identified and a short list of suppliers drawn up that met the criteria or attributes, this approach ensured that an element of "typical" case sampling was evident in the research in order that the research is able to present an illustrative profile.

The suppliers included in the research were a small sample from;

- Current funded housing related support service suppliers from the Supporting People program that displayed the attributes outlined in fig. 3 Supplier attributes.

Table 3 Supplier Attributes

Supplier Size	Attribute		
	Large	Medium	Small
Complexity of Needs of Client Group	Low	Medium	High
Service Type	Generic	Both	Specialist

The researcher approached a number of suppliers informally, raising the question of participating in the research with the managers at the end of meetings indicating that the research would be taking place and asking the managers if they would be interested in participating, a list of potential research participants was compiled.

A shortlist of suppliers was drawn up from the initial list by selecting suppliers with little experience of the use of performance management, suppliers with some experience of the use performance management, and suppliers with extensive experience of the use of performance management.

The suppliers were then selected from the shortlist by the researcher because they met all of the above criteria and also had a track record of effective engagement with the Supporting People program, had displayed a

clear commitment to service improvement during the Supporting People service review process and they met all of the minimum standards required by the program across all of the national policy and practice measures.

3.5 Data Analysis

The data analysis process was based on an inductive approach which seeks to use an existing theory, the PSS model and implementation methodology, to explore the theoretical propositions posed using a phenomenological approach, where phenomenological is defined as a qualitative research approach concerned with understanding certain group behaviors from that group's point of view.

3.5.1 Analytical Framework Employed in the Research

1. Views on the structure of the PSS
2. Views on the implementation methodology of the PSS
3. Views on aligning strategy, processes and outcomes
4. Views on process and strategy maps
5. Views on approach to risk management
6. Other views/issues on PSS

An open coding approach was used and as Parker and Coffey (1997) note open coding involves the analysis of the researcher's interview transcripts on a line by line, paragraph by paragraph basis. The research did not make use of a computer program to do this because QDA software can force theory prematurely, needs to be selected carefully to ensure it is appropriate, requires technical skill on the part of the researcher and is expensive, (Miles and Huberman, 1994, Richards and Richards, 1994, and Roffey, 1995). The coding was carried out by the researcher using a word processor to highlight and insert codes for all 3 depth interviews and Harvey (1990) believes that this is perfectly adequate.

The coding exercise produced an initial listing of 55 codes under the data categories set out above: The number of occurrences under each category was counted and recorded. Harvey (1990) refers to this process as 'pile-building', the data is re-ordered into 'piles' that reflect the key themes.

A number of studies, (Glaser and Strauss, 1967, Strauss and Corbin, 1990) identify that multiple codes are likely to emerge from this first stage analysis and it was these 55 codes that the researcher aggregated into core codes.

An example of the coding process and an explanation of the codes used in the research are provided in appendix 2 to this dissertation.

The core codes used in the research constructed the data into core "concepts" which reflected the key themes explored in the research and linked the research data to the research aims and objectives.

The core concepts are set out below:

1. Strategic Perspective
2. Innovation & Learning Perspective
3. Operational Excellence Perspective
4. Service User/Stakeholder Perspective
5. Finance Perspective
6. PSS Emphasis on Service User/Stakeholder Involvement
7. Alignment of strategy, process and PI's would improve outcomes for service users
8. PSS Emphasis on risk management across 5 perspectives
9. Key issues and challenges of PSS implementation methodology
10. PSS use of Strategy and Process Maps

In aggregating the data into the core concepts the researcher was able to reduce the data codes from 55 to 45.

The data associated with the core concepts was then processed further using spreadsheets and a simple counting procedure, as advocated by Silvermann (1985), was used to identify the number of times each concept was referred to by each supplier. This process enabled simple graphs to be produced around each of the core concepts and enabled cross-case analysis.

A number of quotations from each depth interview were selected to support *and/or illustrate the views expressed by the suppliers for each of the* concepts identified in the analysis of the data in the writing up of the cases.

As stated above the theoretical framework to code the data gathered from the 3 semi structured interviews sought to establish patterns and relationships using data categories.

As Saunders et al note (2003), this approach helps to transform the data to allow the researcher to:

- Comprehend and manage the data
- Integrate related data from different transcripts and notes
- Identify key themes and patterns from them for further exploration
- Develop and/or test hypotheses based on these patterns or relationships
- Draw and verify conclusions

The interviews were recorded onto digital media with the consent of the suppliers and were transcribed professionally and independently of the researcher.

The results of the qualitative analyses were then compared to the literature, the theoretical framework being tested and to each other. This triangulation of multiple sources of evidence conforms to Yin's (1994) construct validity test and the research is further validated by a clear description of the general methods adopted as suggested by Cepeda and Martin (2006) and the use of

pattern matching and explanation building seeks to address the issue of internal validity. The issue of the reliability of the research is recognised by the researcher and inevitably qualitative research is by nature a “subjective” analysis. However, as Irvine and Gaffikin (1996) note the meaningful mobilisation of research results in qualitative research is problematic, and Chapman (1987) believes that a failure to provide simplicity, generality and accuracy is inevitable and no cause for criticism. A number of studies, (Kirk and Miller, 1986, Glesne and Peshkin, 1992, Douglas, 1985), have concluded that there is no such thing as a completely objective piece of research and further that the “validity” of a piece of research is a matter of whether it is a reasonable account of what has been observed. This research has sought to ensure that the validity of the research findings and conclusions are based on a reasonable account of the recorded interview transcripts.

3.6 The Pilot Study

The suppliers were given a number of background papers relating to the PSS model and its implementation methodology.

Including:

- The design of an alternative balance scorecard framework for public and voluntary organisations, Max Moullin, Sheffield Hallam University, Perspectives on performance, Vol. 5(1).
- Using the Public Sector Scorecard in Health and Social Care, Max Moullin (2004), Proceedings of the PMA conference Edinburgh.
- Example strategy map
- Example scorecard pro-forma for use with the PSS methodology.
- The eight essentials of performance management.

The purpose of the pilot study was to enable the suppliers to consider the PSS model and its application in housing related support services. An

overview of the study is presented in appendix 3.

3.7 Time Horizons and Project Plan

A gannt chart detailing the time horizons is provided at appendix 4 to the dissertation. The project plan below sets out the revised timelines that the researcher adopted.

Table 4: Primary research interviews with suppliers: Project Plan

Activity	Who	When
Design semi-structured interview format	Gary Morris	January 2007
Produce introductory letter and other supporting documentation	Gary Morris	January 2007
Send out request for interviews and supporting information to clients	Gary Morris	February 2007
Undertake interviews with selected clients	Gary Morris	February 2007
Undertake data analysis from semi-structured interviews	Gary Morris	March 2007
Produce chapter for inclusion in final dissertation	Gary Morris	April 2007

3.8 Limitations of the Study design

The methodology is limited by the small sample size and the fact that only one of the participating housing related support suppliers has any direct experience of working with a balance scorecard approach to performance management.

The research provides a “snapshot” view of the Public Sector Scorecard theoretical framework and its implementation methodology in a rich context which is limited to the 3 housing related support suppliers who participated in the research process.

3.8.1 Limitations of qualitative research

Qualitative research is based on the researcher gaining an understanding of the meaning in a social context of theory. Qualitative research is associated with capturing richness and fullness through the exploration of the subject in what Saunders et al (2004) describe as a "real way". However, a number of academics, (Dey, 1993), Robson, 2002) have indicated that the more ambiguous and elastic the concept the less possible it is to quantify the data in a meaningful way. The research is based on the understanding and views of the 3 suppliers, the suppliers were able to speak in confidence and have many years of experience of managing and delivering services to vulnerable adults.

3.8.2 Limitations of case study research

The research is very limited by its sample size and is also very specific to a niche market, that of housing related support, all of the suppliers are very different. Each of the suppliers were sent the same information regarding the research and its aims and objectives, all of the suppliers were given a minimum of 3 weeks to consider the information prior to the interview taking place. However, there is a risk of subjectivity associated with case study research and the researcher sought to minimise the risk of subjectivity by recording the interviews and having them transcribed verbatim.

3.8.3 Observer influence

The researcher is the Procurement Manager for Supporting People and as such plays a key role in the management of Supporting People suppliers who are contracted to Liverpool City Council to provide housing related support services.

It is not possible to clearly understand the extent of influence this may have had on the responses given by the research participants during the interviews, however, supplier 3 did make specific reference to my role as a funder during the interview and supplier 1 stated that there were no problems in effectively engaging with the Council in terms of the stakeholder

involvement perspective which was at odds with this suppliers view of the difficulties of effective engagement with stakeholders other than the council.

3.9 Ethical approach to the research

The research was undertaken in a manner which ensures that participants are able to be confident that their privacy and confidentiality will be properly protected.

Saunders et al (2003) identify participants' rights as being

- Not to participate
- Not to be harassed or offered inducements beyond the scope of participation
- To be contacted at reasonable times
- To determine, within reason, when they will participate in the data collection process
- To expect the researcher to abide by the extent of the consent given
- Not to be subject to any attempt to prolong the duration of an interview
- Not to answer any question, or set of questions
- Not to be subjected to questions that create stress or discomfort
- To expect agreed anonymity and confidentiality to be observed strictly both in relation to discussions and during the reporting of the data

The research followed the rights of participants as outlined above and was also undertaken with participants engaging with the researcher on the basis of informed consent as modelled below.

Table 5: Participant Consent Model (Saunders et al 2003)

Lack of consent	Implied consent	informed consent
Participant lacks Knowledge	Participant does not fully understand their rights	Participant consent given freely and based on full information about participation rights and use of data
Researcher uses deception to collect data	Researcher implies consent about use of data from fact of access or the return of questionnaire	

All of the suppliers were sent information on the research prior to agreeing to participate and the aims and objectives of the research were made clear.

All of the suppliers agreed that the interview could be recorded prior to the interview commencing and the researcher explained that although the research was work related it was not part of the researchers' role with LCC and the suppliers were assured that any views expressed during the interview were confidential and would remain anonymous.

The researcher explained the purpose of the interview to the suppliers and they were told how the information would be used.

3.10 Summary of the Chapter

In this chapter the researcher has outlined the research process giving reasons why the chosen philosophy, approach and strategy were adopted to deliver the research.

A justification for the data collection, data analysis is given together with details of the research design, sources of data and details of the primary semi structured interviews is discussed.

The analysis of the data is described and the various limitations attached to the research methodology employed are given including details of the ethical considerations associated with the research.

Chapter 4: Research Findings

4.0 Introduction to the chapter

The following chapter presents the findings associated with the research study via a summary of each of the 3 case studies and a cross case qualitative analyses of the semi structured interviews with the housing related support suppliers in two parts, firstly the issues arising from the research which relate to the structure of the PSS are presented and secondly the issues arising from the research which relate to the implementation of the PSS methodology are presented. Other potential issues which have arisen from the research are described and a summary of the chapter is presented.

4.1 Case study A – Supplier 1(S1)

This supplier is a small local supplier that operates in the Liverpool area only. The purpose of the service provided is to provide temporary accommodation for single homeless men with housing related support needs.

The aim of the business is to enable service users to move on to sustain their own independent accommodation; activities provided by the supplier are in accordance with the eligibility criteria at appendix 5.

Service users in this service often have very complex needs and the supplier deals with issues including substance misuse, mental health problems and alcohol problems. The majority of service users in the service have very chaotic lifestyles the supplier stating that many of the people they see are third and sometimes fourth generation unemployed with low educational attainment.

The staff and management of the service have experience of dealing with these issues. The service offered is a direct access service and is accessible to all members of the community who meet the eligibility criteria.

The supplier offers immediate access to accommodation where the support offered by the supplier opens up a number of routes into mainstream health and social services and supported housing.

The supplier has little experience of performance management as a discipline and has had no experience of the use or implementation of balance scorecards but was however enthusiastic to participate in the research.

4.1.1 5 Perspectives of the PSS

4.1.2 Strategic Perspective

The supplier placed little emphasis on this perspective and confirmed that there is no current strategy in place for the organisation and that the supplier has no stated vision, key aims or objectives commenting "my experience has been quite limited actually in terms of performance management tools, we do much more of this stuff at the (name deleted by researcher) than we actually do in my own business, you know, sort of vision statements and god knows what". The supplier agreed that it would be useful to take a step back from the service delivery to develop a vision, key aims and objectives for the service stating that it (the public sector scorecard theoretical framework) gave them a lot to think about, the supplier believed that the operational pressures of actually delivering the service would make this very difficult to do. Strategy development is not a high priority for this supplier.

The supplier neither agreed nor disagreed with the adaptation made by Moullin (2002) to the traditional balance scorecard with the addition of a strategic perspective

4.1.3 Operational Excellence Perspective

The supplier had considered the operational excellence perspective of the scorecard and was enthusiastic about performance managing processes however; the supplier expressed some reservations about how this might work in practice because of management style. Looking at the PSS model and methodology had caused the supplier to look at the management style of the organisation, the supplier agreed that operations should be performance managed, but admitted "maybe I'm too hands on to have an objective overall view, I thought it was important and it needs to be in there". The reason why the supplier had not developed performance indicators for the service under this perspective was because of time constraints.

4.1.4 The Finance Perspective

The suppliers' view of performance managing under the financial perspective was one of complacency driven by a number of different factors including a perceived ever increasing demand for the services provided "it did make me think whether there are elements of (financial) complacency because I think that, unfortunately, and I mean it when I say unfortunately, the demand outstrips supply". The suppliers' view of the need to develop financial performance indicators to try to control the costs associated with service delivery as proposed in the PSS framework appeared not to be a priority for this supplier "because you know that for every room that you've got available six people want to go in it, and so there's no issue there about under-occupancy and financial shortfall".

Another factor identified by the supplier which negated the need to follow the proposed approach in the PSS scorecard was a lack of control over the level of income available to the supplier "it can change with political will, you know, administration... without the funding the staff wouldn't be there, the whole (financial) dimension, the whole dynamics of it changes".

4.1.5 Innovation and Learning Perspective

The supplier conceded that they had not considered this perspective in any great depth stating "I was giving it less thought than any of the others actually". When the researcher asked why the supplier responded that it was due to the size of the supplier organisation "I think it's because we are a small concern and I think it's because for the client group that we are working with I believe that we are providing a good service".

The supplier seemed preoccupied with service delivery commenting "I think it's a bit like we are ploughing away, delivering what I think is a good service". However, even though the supplier had given the least amount of thought to this perspective when pressed the supplier gave examples of

sharing learning with other suppliers such as the sharing of policies and practice with other suppliers and vice-versa.

4.1.6 Service User/Stakeholder Perspective

The supplier was able to identify a number of key stakeholders including the probation service, health services and the council, and raised a number of issues around this perspective including the effective involvement of service users in helping to build a scorecard and working effectively with stakeholders to build a scorecard.

In terms of working with stakeholders the supplier thought that this would be problematic “because of my knowledge of working directly with the other organisations such as probation, social services, and the health authority. The supplier explained that whilst they (the supplier) are primarily focussed on the homelessness issues (of the service users) other stakeholders see this as “only one dimension”. The supplier stating “obviously if that person that they’ve got to deal with is homeless, they will obviously facilitate the move into a hostel” but “it’s not just about probation having different drivers and different agendas or priorities – there are mental health treatment services, community psychiatric nurses for example, social workers and so on, again their agenda is quite different and their drivers are quite different – so then I’m thinking how do I identify the stakeholder?”

The supplier was uncertain about who and how key stakeholders would be involved in the process of building a scorecard being unclear from the methodology as to who it would be appropriate to invite to become involved “do I invite a Probation Officer or do I go for a line manager, so identifying people who would be committed to this process because that’s what their doing, they’ve got to commit time so when you’ve got a huge organisation like probation, like social services, like health, who do you go to in terms of will you commit your time to us?”.

The supplier raised the issue of the capacity of service users to be effectively engaged in the process a number of times, "I think an issue would be understanding the concept and communicating that understanding, particularly to service users". The supplier thought that service users would switch off and also expressed the view that words like strategic aims, measured outcomes, innovation, would intimidate them.

Similarly the issue of chaotic lifestyle was raised as a potential difficulty, the supplier stating that "Many of them are locked into a chaotic lifestyle so the service users would find it difficult", the validity of service users views was considered to be problematic as well "how do you pick a service user to be involved because they're human, they each come with their opinions, they each come with their own agendas".

This supplier works with its service users very early in the morning before they are intoxicated or under the influence, and even then the supplier struggles because "even at that stage, even though we are able to get more sense out of an individual you know that their concentration is limited because theirs is a need, from their waking minute, we are dealing with people who in some cases aren't physically or mentally well".

When asked to summarise the views on the 5 perspectives of the public sector scorecard supplier 1 summarised the 5 perspectives thus "it seems to me that every aspect is covered and you can see looking at the steps, and following the steps it teases it all out".

4.1.7 Emphasis on Risk

The supplier agreed that the emphasis on risk in the process and that risk should be considered across all areas of the scorecard was correct. When asked why this element of the methodology was supported the supplier related it back to working with vulnerable adults stating "I would agree for all of the things that we discussed, this is about human beings and its about

one to one and decisions that are made for people who we work with, the service users we work with, many live on the edge”.

4.1.8 Implementing the PSS: Key issues and Challenges

The supplier has little experience of implementing performance management frameworks but thought that if they worked through the steps in the implementation methodology that a scorecard could be produced.

The issues explained above around effective stakeholder and service user involvement was considered to be problematic but the supplier did think that the process would produce performance measures. In terms of developing performance measures the supplier stated that they had given a lot of thought to this element of the methodology and were less concerned about ‘how many’, although it is important, but about how “realistic” any measures developed would be.

The reason given by the supplier as to why realistic measures were of paramount importance was because the ultimate goal of the service user was to have a home and the allocation of “homes” is outside the control of the supplier.

The suppliers view is that they are in the business of resettlement and re-housing, and so this is a critical measure for them but that “you are looking at critical success factors that are outside of your control and that’s one of my concerns (about the PSS methodology) because I was thinking what if service users want things that are outside of our control, its about realism”. The main priority for this supplier in building performance measures for use in a scorecard was “to make it workable, to make it achievable, to make it valuable and to make it realistic: there are so many thousand people on the waiting list”.

So for this supplier the setting of measures which are based on your stakeholders and your service users and your own outcomes is difficult because the successful performance against those measures and the delivery of those outcomes is not always dependent on their own action, there are other people who's actions actually influence quite heavily whether they are able to achieve their outcomes for service users as part of their planning processes.

The use of process and strategy maps to build the scorecard was thought to be very helpful tools in assisting the process of building measures and setting objectives.

In summarising views on the public sector scorecard the supplier said "I think all the way through it (the implementation methodology) I was thinking this is great, I'm sure this would really deliver as a measurement tool, a management tool, but where do you get the time" and "I think for all of the challenges, costs and time implications, I think it would batten it (the service) down. I think it would focus, it would be a useful tool and its continuous improvement isn't it, I think that maybe it would be of huge benefit for a small supplier actually".

4.2 Case Study B: Supplier 2(S2)

This supplier is a medium sized supplier that operates in Liverpool and via its parent company the wider Merseyside area. Established around thirty years ago the supplier provides accommodation for families and has significant provision for the elderly, and single people, the supplier also has business interests in five other local authority areas in the region.

The purpose of the business is to enable service users to develop their ability to live independently with the primary business objectives of growth, quality and efficiency. Business aims include increasing turnover, improving the efficiency of its operations, and increasing tenant and stakeholder

satisfaction.

The supplier also has a trading arm which supplies housing management, finance and development services to smaller organisations and is pursuing and developing external markets as well as supporting the group.

The supplier has good previous experience of performance management frameworks but limited experience of a balance scorecard approach.

4.2.1 5 Perspectives of the PSS

4.2.2 Strategic Perspective

This supplier has a clear vision, values and key aims and objectives already in place but in considering the model thought that the strategic perspective was very clear and simple in assisting a supplier to "set an analysis of where you are as an organisation, and where you fit into the market, what your offer is, that these are your priorities and that these drive the business". The supplier thought that this was critical to the success of developing a scorecard for use in its business because "I think when businesses lose the focus they start to lose focus across all areas in terms of cost-effectiveness, in terms of quality of service delivery, in terms of delivering not just what the current customer wants but about what new customers want".

This is something the supplier had spent some time considering and it is something that they challenged themselves on. The suppliers perception of the strategic element of the model was that it helped to clarify thinking around *direction and success* "*what I like about this is all this intelligence is being fed in that that will generate a small number of core objectives which then drive the business forward in all areas, and that you've got your performance indicators, to give you that ability to find out are you meeting your objectives*"

4.2.3 Operational Excellence Perspective

In terms of the operational excellence perspective the supplier thought that considering performance under this perspective of the scorecard would allow for some new ideas to take shape.

When asked why they thought this the suppliers view was that the operational excellence perspective would enable the supplier to think “ok, this is the way we currently do things, we know that you have a product over here, but what we want to do is to get some real efficiencies here by stripping out unnecessary processes; partly from a cost point of view but as equally important from a quality point of view”. The supplier has had some experience of this type of performance management and believes that the operational excellence perspective would be more successful in “some areas of the business than others”.

4.2.4 Finance Perspective

The supplier already has performance objectives and performance indicators for finance but agreed with Moullin (2002) that finance is of less importance in performance managing in the public and third sector commenting “the fact that we don’t necessarily recover all of our costs with some of our services is not such an issue given that we know where it fits within our overall offer and what value it brings, not just to the business but to the communities in which we serve and the reason that we’re there” This “social” dimension is a key feature of third sector agencies and one which the public sector scorecard recognises in its adaptation from the traditional balance scorecard architecture.

The approach suggested by the supplier to the financial perspective of the scorecard is sophisticated “we understand how the market operates and how our overheads are apportioned makes some services look as though they are not viable, when in fact the reality is that we know that they are”.

The supplier having considered the financial perspective of the scorecard in some detail was clear that it was similar to the way in which they currently performance managed their finances “we’ve got strategies in place to reduce our overheads and to look at cost”.

4.2.5 Innovation and Learning Perspective

The supplier had not given much thought to performance managing under this perspective, it was clear that there were staff development processes in place and that there are training and support systems in place but these were seen as separate from the overall performance management system and not integrated as the model suggests it should be.

The supplier struggled to identify any performance indicators associated with this perspective commenting “most of our performance measures are around the quantifiable stuff, a lot of it relates to the key performance indicators that are set for us by supporting people; we have some supplementary performance indicators which we’ve developed which are really around equality and diversity”.

So the innovation and learning perspective appeared quite new to the supplier in a performance management context. Although the supplier does have a continuous improvement methodology which adopts a quality circle approach and relates to four cross cutting themes: equality and diversity, sustainability, value for money and customer care. Below the quality circles are positive practice teams and the supplier confirmed that there is one for supported housing.

4.2.6 Service User/Stakeholder Perspective

The supplier supported the increased focus which the PSS model places on service user and stakeholder perspectives in developing a scorecard and was able to outline a number of key initiatives which seek to involve service

users in the business including a service user panel, customer challenge events and service user and stakeholder surveys. The supplier commented that these initiatives are designed "to get feedback on services and other initiatives to try and identify new initiatives and to pick up on not just their expectations but their aspirations".

The supplier, having looked at the public sector scorecard model was not sure that the existing practice around service user and stakeholder involvement was carried out in a strategic way "I think that what this model offers is the opportunity to link it into your whole performance management system".

In terms of stakeholders the supplier identified the local authority, housing providers, refugee community organisations, specialist health services, and equally employment and training organisations. The supplier believes that they have excellent links with their stakeholders but acknowledged that "it's difficult for us as a provider to have long-term and sustained engagement with those agencies because of the practicalities of service delivery".

The supplier agreed with the adaptation made by Moullin (2002) to give more emphasis to stakeholder and services user involvement stating "What I like in particular is the emphasis around the service user and the stakeholder, which is what differentiates it from the balanced scorecard which I knew a little about previously and so I was particularly interested in that and I think that's what differentiates this from other things that I've seen and I think would offer real value to an organisation like ours".

When asked to summarise a view on the 5 perspectives supplier 2 said "what this does in a very neat and tidy way is it integrates, it brings things together and I think it's also about sustainability and what's built in is continuous improvement and constantly challenging, testing and the innovation and that comes through and the simplicity ... I'm repeating myself so ... overall I think that there are elements that we currently do. I think

what this offers is a structure to really bring things together. I think it would be very interesting to see it working with a small number of stakeholders how this model could apply”.

4.2.7 Emphasis on Risk

The supplier had considered the approach to risk management proposed by the framework and agreed that the emphasis placed on risk by Moullin (2002) was appropriate to the third and public sectors commenting “I think quite rightly what it does is identify that there are risks in all areas, risk to reputation is a key one for an organisation like us”.

The supplier has developed risk assessments in a number of key business areas and stated that they had done this because they believed that “we’ve built up a track record in delivering high quality services and working in partnership so clearly there is a risk to us if our services are failing in one area, or failing to deliver or meet the expectations of either service users, stakeholders or commissioners, there is a risk to our reputation so I agree that the approach to risk management has got to encompass all areas of the business and not just finance”.

4.2.8 Implementing the PSS: Key issues and challenges

The supplier has some experience of setting up new projects and stated that they thought the setting up of a steering group to oversee the implementation of the PSS model was a good starting point. The reason for this was the supplier believed that it would ensure buy-in to the process which they thought would be difficult “I return to the point I made earlier about buy-in, from a practical point of view you need to ensure that key individuals, key officers within an organisation are not just involved but have buy-in”.

However it was accepted that setting up a steering group doesn't guarantee buy in but "it brings people to the table, it gives you a forum for people to be clear about expectations and about outcomes and it provides a focus for commitment".

This supplier expressed some concerns about the effective engagement of service users and key stakeholders in the process citing the nature of some of the client groups they deal with as potentially making their involvement in the process difficult and the capacity of key stakeholders to become involved making it difficult commenting "getting meaningful dialogue with people, some of whom only access services for a short period of time and the realities of engaging with some larger stakeholders and about capacity issues from a practical level that can be an issue,". The supplier indicated that the issue of stakeholder capacity to engage is very limited "and that's an issue that we come across fairly frequently".

The supplier was unsure about the extent to which the methodology would ensure a meaningful dialogue with service users and stakeholders commenting "for me it's around engagement with service users and stakeholders, I think what you want to ensure is that you get a meaningful dialogue with both of those groups and that it really drives the business forward and given the nature of some of the client groups that we work with, some of whom are chaotic in their lifestyles it's how you engage those people in a meaningful way".

In terms of the workshop approach suggested by the methodology the supplier also thought that this approach had potential issues indicating that due to the range of client groups dealt with and the number of key stakeholders that the use of workshops "becomes a cost and a time element and that would be a particular issue for us".

Another issue raised by the supplier in relation to the implementation methodology was the application of a model like this across the organisation.

The supplier was unclear from the methodology how you make the golden thread a reality and how you would ensure that your strategic objectives flow into departmental objectives so that they then translate into service plans and every individual within the organisation has clear objectives and is very clear about the work that they do and how that relates to not just the team, but departments and the organisation. So the question raised by the supplier was how would that work in practice?

The issue of stakeholders having different priorities to each other was also perceived as an issue which might hamper the development of a scorecard using the proposed methodology. "I think sometimes with other organisations, particularly larger organisations there is sometimes issues around engagement and that's because the priorities of our organisation don't necessarily gel or mesh with the organisational priorities of others so in practical terms how would you get that buy-in". I think that would be potentially an issue and also if you are working across several local authorities its how would you co-ordinate that? How might it work across organisations in terms of the pathway and particularly for harder to reach groups?

Finally, the issue of information technology was raised, the supplier expressed concerns that nowhere in the methodology was there any reference to a computer based management system for the methodology and that for this supplier this represented a significant weakness in the framework.

4.3 Case Study C: Supplier 3(S3)

The supplier has a number of supported housing schemes across Liverpool and offers accommodation with support to older people and to a lesser extent people with Learning Disabilities.

This supplier is a large charitable supplier which operates regionally and was

formed in the late 1960's. This supplier provides a large range of services across a number of client groups, but in terms of housing related support for Supporting People the service provision is primarily targeted at older people. The aim of the business is to enable older people to maintain their independence within the community and to provide a social life that comes with communal living.

The supplier has experienced rapid growth since its inception and currently has a housing stock of more than 16,000 properties. The business has a clear vision and values which underpin its work and has been operating for more than 40 years. The supplier has won business excellence awards and been commended for its commitment to continuous improvement by the Audit Commission.

The supplier has an expert knowledge of performance management and extensive experience of performance management systems in housing related services including the balance scorecard approach.

4.3.1 5 Perspectives of the PSS

4.3.2 Strategic Perspective

This supplier has a clear vision, a set of strategic aims and objectives and is clear that "the business plan goes right down from the top of the organisation to everybody's individual action plans and as an organisation, we have been using something very similar to this for about the last eighteen months, two years".

The supplier is clear what makes the development of a strategic performance management framework work in practice stating that "you need buy-in; you need buy-in at a senior level. Everyone at a senior level needs to eat, drink, sleep, and breathe this to get the message across to staff".

So it's something that we've talked about as an organisation at every conference, at every staff event, at team events, we have embedded this into the culture of the organisation and I think people have finally got it, but it's taken a long time".

4.3.3 Operational Excellence Perspective

In terms of the operational excellence perspective the supplier has engaged in a number of activities related to the effective performance management of its operations and the principles contained in the public sector scorecard methodology around operational excellence such as working with staff to look at competencies. The view of the supplier on the operational excellence perspective is that "it's got to have the best results for the end user because you are training your staff to a certain level; we are looking at the competencies of our staff and looking at their expectations".

4.3.4 Finance Perspective

The supplier has set out a range of performance measures for this perspective as suggested by the methodology but "I suppose the money isn't the 'be all and end all' of it and I also believe that if you've got to spend it to deliver a service, then you've got to spend it". The critical factor for this supplier was not the viability of the service in terms of financial gain but about performance managing the finances "and where you can make efficiencies, make efficiencies, but don't make them for efficiencies sake".

The supplier supported Moullin's view (2002) that finance is not a key driver for public and third sector organisations in the same way as it is for private sector organisations stating "I don't think finance should be the driver, my view would be if I've got to give a service to those tenants and it costs me more than it should then I'd do that, if you work in the private sector everything would be driven by the pound and it isn't in this sector I actually think quality is much more important".

4.3.5 Innovation and Learning Perspective

The innovation and learning perspective was of particular interest to this supplier as this perspective was not a part of the existing golden thread arrangement that the supplier had implemented as a part of their performance management arrangements "our innovation and learning side of things is done separately".

However, the suppliers view was that "although this (the PSS) is slightly different I don't think it would be difficult to adapt what we currently do now for example our golden thread doesn't necessarily pick up innovation and learning specifically, it's not really linked into our business planning processes but to adapt wouldn't be difficult".

The supplier could see the value of the perspective commenting that "I think building it into this framework from a strategic point of view you can see quite clearly where it fits in and why it fits in".

4.3.6 Service User/Stakeholder Perspective

Supplier 3 agreed with the adaptation made to the traditional balance scorecard made by Moullin (2002) to include a stakeholder service user perspective stating that "service user involvement should be at the heart of everything we do".

In terms of working with service users to assist in the development of a scorecard the supplier was less clear about how this might be successfully achieved "how do you make this topic interesting to a non-strategic person and what's in it for them to a certain extent? Because looking at this model, you can't easily see as a service user what's in it for you".

The supplier suggested the use of focus groups to begin the process of engagement as it isn't something you could send out on paper and ask

people to respond to. The supplier already has mechanisms for service user engagement in both development and management arrangements “We have what we call a 250 Panel where we send policies and procedures to people and they comment on them, I think with something like this, the chances of getting any or many comments back are fairly slim”.

Another issue for this supplier relating to this perspective is the size of the organisation and the nature of some of the service users they deal with “we’ve got 9,000 - 10,000 service users and you only ever get a hard core of them that really want to be involved”. The relative merits of the approach were also questioned in terms of obtaining representative views that can be used to build a scorecard “what happens with service users is a lot of them, those that come along, come along because they’ve got a vested interest”.

The supplier was able to identify their stakeholders and these included 31 partner agents, local authorities, tenants, all the different partnerships that we work with, we work with 31 different managing agents as well. The supplier would want and need to include all of these using the methodology “we see them as stakeholders and we want to consult them”.

When asked to summarise the 5 perspectives of the scorecard the supplier responded by saying “I think what this model does is to pull the processes that we are doing separately into one model, which actually makes it look simpler”.

4.3.7 Emphasis on Risk

The supplier agreed with approach to risk management proposed by the methodology and believes that people in the health and social care sectors are much more aware of risk management procedures than they ever have been stating “if you had asked me this question two or three years ago I’d have said probably not, but I know as an organisation we’ve got risk maps for everything which we didn’t have two or three years ago”.

The supplier has risk maps for “every single area of the business” and the supplier has targets for each area of the business and “associated with those targets we have risks and that’s only new in the last two years really”.

The suppliers’ perception of why risk has become so important is that “supporting people has driven us to a certain extent, but we don’t just do it for the vulnerable tenants, we do it for the whole area of the business now. As consequence this is an area where the supplier believes that “the model is good because it makes you actually think about it”.

4.3.8 Implementing the PSS Model: Key Issues and Challenges

The supplier supported the proposed approach in the methodology of using a steering group to implement the framework although identifying the right people for the steering group was an issue.

Buy-in was highlighted a number of times both from a staff perspective “because if you haven’t got it from staff they can’t explain it to tenants”. A service user perspective “how do you involve your service users, how do you make it sound interesting to them, how do you get them to come to the focus group in the first place? “Well, actually, they don’t really care as long as the jobs done and furthermore a lot of our tenants have got learning difficulties”.

The capacity of service users to understand the methodology and therefore be properly and effectively engaged in the implementation of the scorecard was also perceived to be potentially problematic “it’s fine putting all this down in theory but you’d need to make it simple, very clear and simple”.

Similarly, another key challenge for the implementation of the methodology was working across organisational boundaries and cascading the scorecard within the supplier “for a long time the staff didn’t have a clue what we were talking about, you’ve got to get that right down and cascade it from one manager to another, to another until it gets right down the hierarchy you

need to get buy-in at senior level and then you need to then get that cascaded down to your staff".

Time was also a concerning factor in terms of implementing the model, "it's time consuming in getting people to adopt it, it would take staff a long time to give buy-in to this, there would be resistance".

The issue of resources and cost were also highlighted by this supplier as being potentially problematic, the lack of a clear IT based solution present in the methodology caused some concerns as well "we're looking at purchasing an IT system for the performance management approach we have now".

However, overall the suppliers' main criticism of the methodology was "how you get people on board with it, I do think that would be difficult".

4.4 Qualitative Analyses of the Semi structured interviews

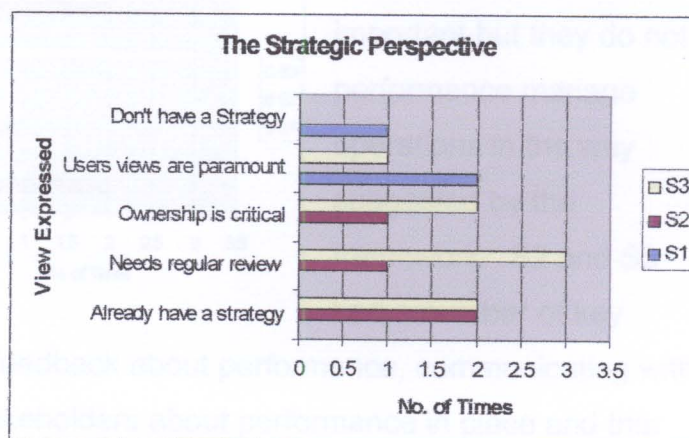
The qualitative cross-case analyses of the semi-structured interviews are presented below using a number of key headings. Firstly, an analysis of the suppliers' views on the 5 perspectives of the PSS model is presented and then an analysis of the suppliers' views of the key issues and challenges relating to the PSS implementation methodology presented.

4.4.1 The 5 Perspectives of the PSS

4.4.2 Strategic Perspective

Two of the suppliers (66.6%) stated that they have a clear vision with associated aims and objectives on which their strategies were based, whilst one supplier (33.3%) did not have any form of strategy to drive the services forward. There was broad agreement that strategy is important to public and third sector organisations and this supports the theoretical framework of the PSS.

The reason why one of the suppliers did not have a strategy and/or plan for the business was because they believed that they were delivering what mattered to service users and that this was recognised by their service users. Two of the three suppliers (66.6%) expressed the

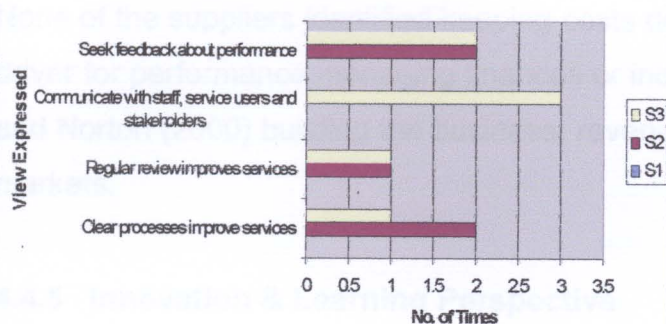


view that service users' views are paramount to developing effective strategy and this supports the theoretical framework of the public sector scorecard and its implementation methodology. Similarly, two of the 3 suppliers (66.6%) believed that performance should be reviewed regularly and that ownership of the performance management framework is critical to its success in an organisation. A number of studies (Bourne, Kennerley and Franco 2003, Kaplan and Norton, 2001, Kasurinen 2002, McCunn, 1998, Franco and Bourne, 2003).have identified the issues of ownership and review as critical success factors in successful performance management, The Cranfield Study (2005) on performance management recommends that the process starts with a clear commitment from the top.

4.4.3 Operational Excellence Perspective

S2 and S3 (66.6%) indicated that they believed that staff feedback and staff satisfaction are both important to service improvement.

The Operational Excellence Perspective

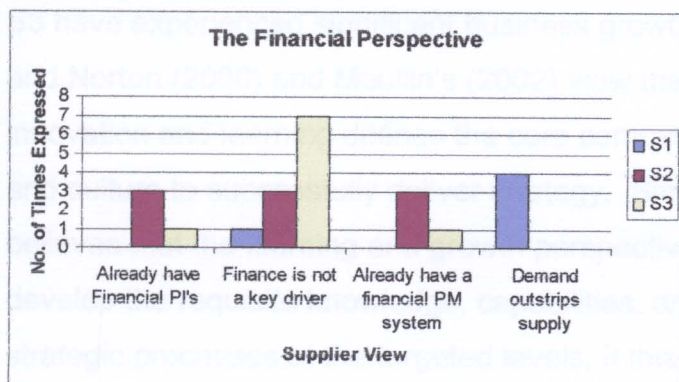


S1 thought the operational excellence perspective important but they do not performance manage operations in the way suggested by the framework. S2 and S3 had a number of key

activities such as seeking feedback about performance, communicating with staff, service users and stakeholders about performance in place and this supports the theoretical framework of the PSS. S2 and S3 (66.6%) thought that regular review of operations improved services for service users. None of the overall aims set out by Kaplan and Norton (2000) and supported by Moullin (2002) of the operational excellence perspective such as improved supply management, cost saving from increased operational efficiencies or increased innovation in operations were identified by the research as being outcomes from performance managing operations.

4.4.4 Financial Perspective

S1, S2 and S3 (100%) stated that for them the financial performance was not a key business driver this supports the view expressed in the literature and supports the PSS theoretical framework.



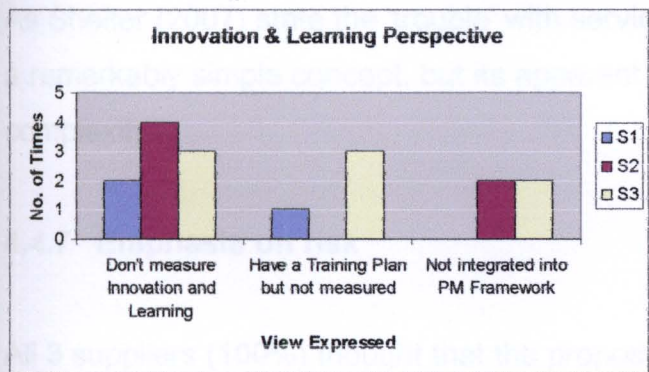
S2 and S3 (66.6%) already have financial performance indicators and S2 and S3 (66.6%) already have a financial performance management system in place within their

organisations. S1 (33.3%) was complacent about the financial perspective of the scorecard because demand for the service far outstrips supply and

also because decisions on funding were taken outside of the organisation. None of the suppliers identified keeping costs down (Moullin 2002) as a key driver for performance managing finances or indeed as suggested by Kaplan and Norton (2000) building the business, revenue growth or entering new markets.

4.4.5 Innovation & Learning Perspective

S1, S2 and S3 agreed that they do not currently performance manage innovation and learning. S2 and S3 indicated that innovation and learning does not currently form a part of their performance management systems currently operating in their organisations. This conflicts with the PSS framework and with the literature which has established that “learning” is a key element of performance managing a successful organisation.



S1, S2 and S3 confirmed that they have training plans. However, examples of sharing good practice with other suppliers were given to the researcher and the suppliers acknowledged

that the PSS methodology had prompted thoughts that this perspective should form a part of their performance management arrangements. S2 and S3 have experienced significant business growth which contradicts Kaplan and Norton (2000) and Moullin’s (2002) view that performance managing innovation and learning defines the core competencies, skills, technologies and culture to successfully deliver strategy. Similarly, Kaplan (2005) believes that the learning and growth perspective ensures that all staff develop the requisite knowledge, capabilities, and skills to perform the strategic processes at the targeted levels, if this is the case the question this research raises is how have two of the 3 businesses researched in this study successfully achieved growth without performance managing innovation and learning?

4.4.6 Service User/Stakeholder Perspective

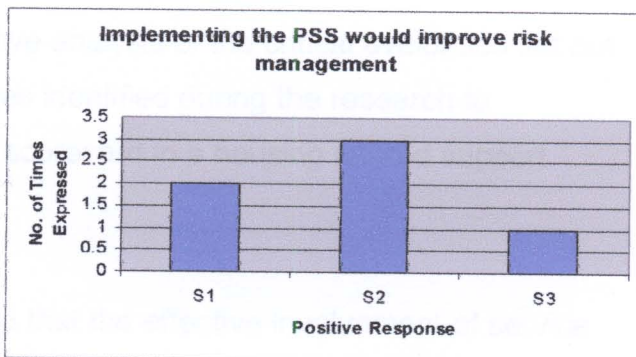
The emphasis on service users involvement and stakeholder involvement was supported, this aspect of the PSS model was perceived by all of the suppliers as a critical element of delivering effective services which meet the needs of service users and the view expressed was that “service users need to be at the heart of everything we do”.

There was confirmation that public sector agencies deal with a large number of stakeholders and the suppliers indicated that it was not always easy to know who your stakeholders actually are as they can vary from service to service depending on the client group and depending on the service type being delivered. However, the methodology proposed by Moullin (2002) to involve service users, that of focus groups, is considered to be inadequate. As Shelter (2007) state the 'trouble' with service user involvement is that it is a remarkably simple concept, but its apparent simplicity is also a key to its complexity.

4.4.7 Emphasis on risk

All 3 suppliers (100%) thought that the proposed approach to managing risk set out in the PSS methodology would improve risk management within their organisation, this supports the PSS framework.

Risk was identified as being an area which the suppliers had seen become a much more important aspect of their work and two of the suppliers (66.6%) had developed risk management



plans for their services, although this had been done separately from other aspects of performance management S1, S2 and S3 (100%) agreed with the

model and methodology proposed that risk plans be developed across all 5 perspectives of the scorecard. The views expressed support the PSS theoretical framework.

4.4.8 Aligning strategy, processes and performance indicators to improve outcomes for service users

All 3 suppliers (100%) agreed that the PSS approach of aligning strategy, *processes and performance indicators would improve outcomes for service users*; the views expressed support the theoretical framework of the PSS. However, none had actually successfully achieved this aim; Thakkar (2007) states that measures that are aligned with strategy will provide information on whether the strategy is being implemented and will also encourage behaviours that are consistent with the strategy, this research is able to neither confirm nor deny Thakkar's (2007) view, this may be an area for future researchers to consider.

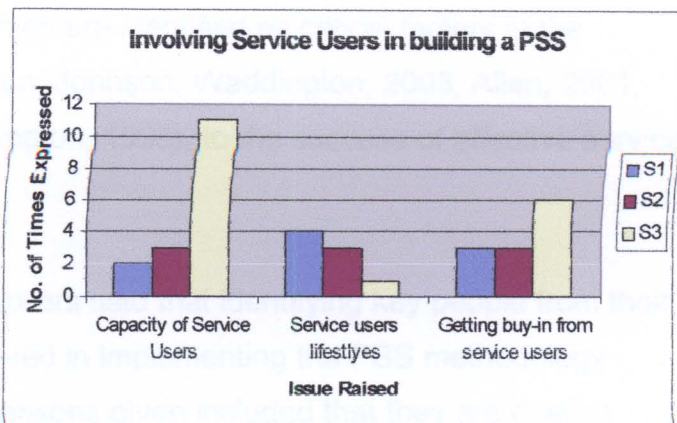
4.4.9 Implementing the PSS: Key Issues and Challenges

A critical part of the research was undertaking an evaluation of the implementation methodology which has been developed to help build the PSS for public sector and third sector organisations and identifying the key issues and challenges as perceived by the suppliers.

Presented below is the qualitative analysis of the critical evaluation set out as the key issues and challenges identified during the research to implementing the public sector scorecard in a housing related support supplier.

S1, S2 and S3 (100%) identified that the effective involvement of service users as suggested by the PSS methodology would be a key challenge to successfully developing a scorecard for their housing related support service.

A number of reasons why effective involvement would be a challenge were given by the suppliers. S1, S2 and S3 (100%) identified the capacity of services users to become involved would be a key



challenge. Reasons included terminology used by the model with which service users are unfamiliar, many of the service users are from low educational attainment backgrounds or have mental health problems or a learning disability. S1, S2 and S3 (100%) of suppliers identified the lifestyle of service users would be a key challenge to implementing the PSS and its methodology. Reasons given included drug and alcohol or substance misuse issues which impair their ability to function effectively. S1, S2 and S3 (100%) said that getting buy in from service users to become involved in the PSS methodology and implementation process. Reasons given by the suppliers included how you would get service users to attend focus groups, or the steering group, and the fact that their needs are so basic its just about getting a roof over their head. The criticisms and comments made by the suppliers about this aspect of the implementation methodology may reflect the fact that Moullin's PSS methodology fails to articulate some of the key principles associated with effective service user involvement and set out in the literature including the notion of a 'hierarchy of involvement' as set out by Arnstein (1969) which presents a view of involvement, adapted by Hart (1992) that is still useful, in that it recognises some of the challenges associated with accepting a principled approach to involvement.

and The Role of Suppliers in building a PSS

Similarly, the methodology lacks detail around the range of involvement methods that might need to be employed to overcome the issues of capacity, lifestyle and commitment identified in the research for example: in terms of personal development (self-confidence, problem solving, managing conflict and difference), practical support (translation/interpreting, assistive devices),

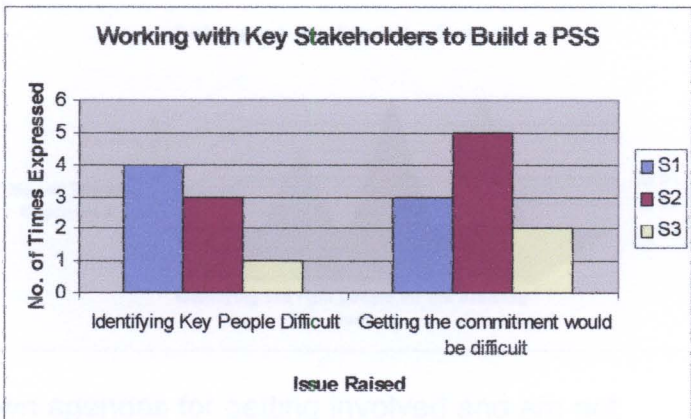
capacity and skill development (literacy, numeracy, budgeting, planning and organising activities) all of which are identified as critical factors in the literature, (Godfrey, Callaghan, Johnson, Waddington, 2003, Allen, 2001, Henwood, Lewis, and Waddington, 1998), to the success of effective service user involvement.

STAGES OF THE PSS METHODOLOGY

S1, S2 and S3 (100%) of suppliers said that identifying key people from their stakeholders to become involved in implementing the PSS methodology would be a key challenge. Reasons given included that they are dealing with large bureaucratic organisations or where the stakeholder may have an umbrella body or both local and regional bodies, the research confirmed the view expressed in the literature that third sector organisations have multiple stakeholders and that they're dealing with complex stakeholder organisations.

THE PSS METHODOLOGY

S1, S2 and S3 (100%) said that getting the level of commitment required to implement the PSS model from stakeholders would be a key challenge. Reasons given for this included



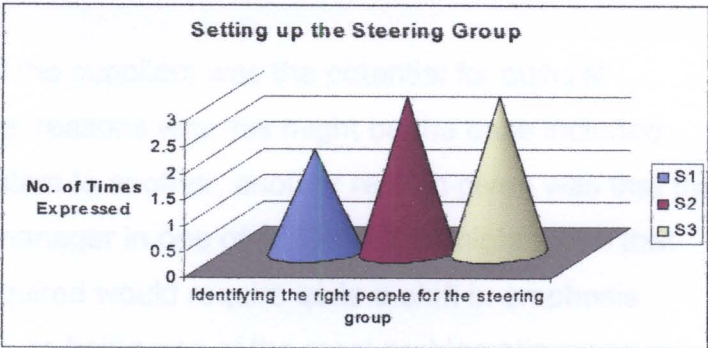
the suppliers past experiences of working with key stakeholders and that each of the different stakeholders have different drivers or priorities which they are required to work to, Hillman and Keim (2001) suggest that the “processes by which stakeholder relations are managed and the balancing of diverse demands of stakeholder groups are ripe areas for further inquiry” and this links to the issue of working across organisational boundaries which is recommended in the PSS methodology to help deal with the multiple stakeholders but as one supplier commented “I’d like to see how this might work in practice”. A number of authors including Mitchell, Agle and Wood, (1997), Bendheim and Graves (1998) and Wisniewski and Stewart (2004) acknowledge that little research has thus far been conducted on

performance management using multiple stakeholder approaches and Bryson (2004) states that there is little research on how organisations working with multiple stakeholders can identify, analyse and manage the various complex and often competing stakeholder relationships. An analysis of the use of scorecards in the public sector by McAdam and Walker (2003) stressed the need for in-depth stakeholder analysis prior to implementing a scorecard approach.

Linked to both service user involvement and stakeholder involvement as set out above is the proposed approach suggested by the PSS methodology of using a steering group to oversee the development of a scorecard.

S1, S2 and S3 (100%) said that they would have difficulty in identifying the right people to be a part of a steering group to oversee the implementation of the PSS. Reasons given for this included being unsure of the level at which the group should

operate in the organisation and the issue of stakeholders coming from umbrella organisations and that service users have



vested interests and their own agendas for getting involved and are not representative of the general service user population. In terms of identifying the right people the PSS methodology says little about the roles that service users and/or stakeholders would fulfil on the steering group and the literature suggests that it is important to clarify at the outset whether the service users/stakeholder is acting in a representative capacity, and if so there will need to be a selection or election process with clear report back structures to the wider community of interest (Godfrey, Callaghan, Johnson, and Waddington 2003) or, are they acting as a voice, and so it is their knowledge and expertise as service users that is valued and drawn upon (Keeble 2000).

Simple 2 raised the issue of the order of information that could potentially be used to inform the steering group.

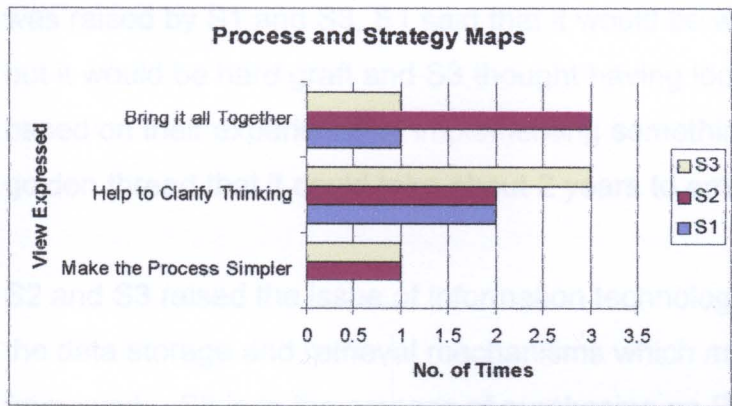
In terms of the process of developing performance indicators as part of the process of building the scorecard a number of key points were made, S1 (33.3%) was clear that any performance indicators developed as part of the process of building a scorecard were realistic and achievable and S3 (33.3%) believed that “you should only measure what matters”. However, as the Cranfield (2005) study states too many indicators makes it impossible to understand what the priorities are and where attention should be focused and further that “lessons from past experience and research suggest that targets, and hence improvement priorities, should be relevant to the requirements of the organisation's stakeholders”. All 3 suppliers interviewed (100%) agreed that performance indicators should be reviewed regularly to ensure that they continue to be relevant and to ensure that they are being met however, there is no mechanism in the PSS to guide the rationalisation of targets and measures and it is not clear from the methodology how this desired “relevance” would be achieved.

Another issue identified by the suppliers was the potential for cultural resistance to the scorecard, reasons why this might be the case included changing from one PM system to another, another reason given was that the management style of the manager in one of the suppliers might mean that the type of involvement required would require quite a shift in emphasis. The literature identifies this as being one of the most problematic areas in terms of successfully implementing a PM framework and the literature suggests that measurement and targets can be a valuable tool to help deliver improvement, the caveat from the Cranfield study (2005) to this is that the effort required to get acceptance of measurement as a tool to help improvement should not be under estimated and further that it requires considerable communication, considerable leadership and the people within it to learn and to support improvement. None of the cultural issues identified in the literature are referred to or catered for in the PSS model and methodology.

Supplier 2 raised the issue of the amount of information that could potentially be gathered and how this would be managed. This links to the

issue of having an electronic system to support the scorecard and making sure that what matters is measured.

S1, S2 and S3 (100%) said that the use of process and strategy maps (from the examples provided by the researcher) would assist with the implementation of the PSS.



Reasons why included that they would pull things together, help clarify thinking, and make the process simpler. S1 had some concerns around the terminology used in

the example strategy map provided but suppliers 2 and 3 did not raise the same concern in the interviews. Kaplan and Norton (2000) suggest that the use of process and strategy maps is crucial in helping organisations include the perplexing intangibles that help to deliver the organisations vision stating that “if organisations can describe strategy in a more disciplined way they will increase the likelihood of its successful implementation” Kaplan and Norton, (2000). The visual approach utilised with the use of strategy and process maps to build the PSS helped the suppliers to deal with the complexities that building a PSS in housing related support services presents. The example strategy map and scorecard are provided as appendix 6 and 7 to this dissertation.

4.5 Other issues raised by the research

S1 and S2 raised issues about the development of the performance indicators expressing the view that firstly, the should be realistic and achievable and S2 raised the issue of ensuring that effective feedback mechanisms are implemented to ensure that service users, stakeholders and staff are aware of improvements that are taking place or of performance

issues generally. This was perceived to be lacking in some performance management systems and Leitch and Davenport (2002) promote the need for 2-way communication and a need to continually review and revise the approach and communications.

The amount of time which might be required to implement the framework was raised by S1 and S3, S1 said that it would be worth the effort in the end but it would be hard graft and S3 thought having looked at the model and based on their experience of implementing something very similar around a golden thread that it could take about 2 years to embed into an organisation.

S2 and S3 raised the issue of information technology, both were unsure of the data storage and retrieval mechanisms which might accompany the framework. S3 is in the process of purchasing an IT based performance management system but it wouldn't cater for all aspects of the PSS, and S2 was also interested to know how the PSS might be implemented using I.T.

4.6 Summary of the chapter

The chapter presented the case studies with the 3 suppliers covering each of the 5 perspectives of the PSS in turn highlighting key comments and identifying key themes that emerged from the semi structured interviews in respect of the key issues and challenges of implementing the PSS as identified by the suppliers.

The results of the cross case qualitative analyses of the semi structured interviews across the 5 key perspectives PSS is given as is a comparative qualitative analyses of the key challenges of implementing the PSS. The issues of risk management and the alignment of strategy, process and performance indicators are discussed and the other key issues highlighted by the research such as resources and time are included and the issues raised in by the research are set in the context of the literature.

Chapter 5: Research Conclusions

5.0 Introduction to the chapter

The following chapter sets out the conclusions of the research and provides an evaluation of the research methodology adopted by the researcher whilst acknowledging that the conclusions presented from the research cannot be considered to be representative of the views of housing related support suppliers across the whole Supporting People supplier base.

5.1 Conclusions from the research findings

A key aim of the research was to identify the level of understanding of the PSS model with third sector housing related support suppliers. The suppliers that participated in the research clearly demonstrated a very good understanding of the PSS model and each supplier who participated in the research brought knowledge and experience of the services, service users and their own internal performance management systems (where they existed) to the research.

5.2 The 5 perspectives of the public sector scorecard

The PSS model has at its heart the involvement of service users and stakeholders to develop strategy and subsequently the performance measures which tell an organisation the extent to which that strategy is being delivered. There was support from all 3 suppliers for the inclusion and emphasis on service user and stakeholder involvement in the PSS framework.

However, the PSS model does not articulate how the effective involvement of service users is to be achieved; the model raised a number of questions around service user involvement for the suppliers including the capacity of service users to become effectively involved and the issue of buy-in from

service users, the “how” and the “why”.

The PSS framework makes no reference to best practice in respect of service user involvement despite the fact that there is a wealth of research on this topic in the literature, (Croft, and Beresford, 1993, Keeble, 2000, Novas-Ouvertures, 2001, and Simons, 1999).

There is a clear need to develop the PSS framework further by including guidance on the use of best practice methodologies to ensure the effective involvement of service users in the process, particularly for those service users that could be considered to be marginalised, excluded or disadvantaged in some way. Similarly, it would be beneficial if the PSS framework sought to clarify the role that service users are expected to take more effectively.

In terms of stakeholder involvement the research highlighted a number of concerns including managing multiple stakeholder involvement and identifying the right people from stakeholder organisations to participate, the “how” and the “who”.

All 3 suppliers acknowledged that the involvement of stakeholders in the PSS process is important and this view is supported by Bryson (1995), Moullin (2002) suggests the use of Neely’s (2000) performance prism to deal with the issue of involving multiple stakeholders, that the PSS framework fails to adequately deal with the issue of multiple stakeholders proved problematic for the suppliers and in the view of Nutt (2002) and Bryson (2004) this can easily lead to disaster. This research supports the conclusions of Hillman and Keim (2001) that stakeholder relations and the process by which they are managed, and the balancing of the diverse demands of the various stakeholder groups involved in building the PSS are ripe areas for further inquiry.

All 3 suppliers agreed that the finance perspective is less important for public sector and third sector organisations than it is for the private sector

supporting Brown's (2002) view that, in the public sector, the clarity of a financial bottom line does not exist. But, there is a need for third sector organisations to demonstrate value for money,(Buckmaster, 1999) and the PSS model provides no clear guidance on effective ways of measuring value for money under the finance perspective despite the fact that a number of value for money models exist in the literature, (National Audit Office 2005, Office Government Commerce, 2004, and DEFRA, 2005) that could be useful guides for third sector organisations to consider and that the literature suggests that third sector agencies are poor at performance managing value for money issues, (Buckmaster, 1999).

The suppliers agreed that performance managing operations in the way proposed by the public sector scorecard would improve the quality of service delivery for service users and that the integration of innovation and learning into any existing performance management systems operating would improve those existing systems. However, none of the suppliers had implemented a performance management approach in respect of innovation and learning which reflects Halachmi's (2005) view that employees are almost an afterthought and as a result the challenge of managing people, their knowledge and their capacity for innovation is underestimated in the scorecard approach.

One of the aims of the research is to examining the theoretical framework of the PSS with third sector housing related support suppliers and to this end a number of critical issues in respect of the framework are highlighted by the research. The PSS framework is deficient in a number of important practice areas including how to work effectively with service users, how to manage complex and competing stakeholder relations, guidance on the effective evaluation of value for money issues, especially important for third sector organisations where profit is not the key business driver, and it fails to deal with the fact that most organisations, third sector or otherwise undervalue the importance of performance managing innovation and learning.

5.3 Implementing the PSS: Key Issues and Challenges

The approach to risk management suggested by the PSS of identifying risks across all 5 perspectives of the scorecard was supported by the suppliers who acknowledged the increasing importance of effective risk management in housing related support services, but the PSS model does not provide guidance on how risks should be identified or prioritised particularly given the competing and diverse outcomes associated with multi stakeholder complexity. The literature on risk management identifies a number of key criteria present in all risk management approaches including, likelihood of the risk, and impact of the risk and control measure for the risk. This is an area in which the PSS could be developed further with the introduction of a best practice risk analysis process to accompany the existing methodology.

All of the suppliers thought that improved alignment between strategy, process and improved outcomes for service users and that the use of process and strategy maps to help deliver this alignment would be beneficial. However, as already identified in chapter 2 there is little evidence of this having been achieved in practice and Smith (1995) believes that measuring outcomes for service users is impossible despite the wealth of research that has been conducted on outcome measurement.

Another critical issue identified by the suppliers participating in the research *was the effective cascading of the public sector scorecard either across organisational boundaries or across internal departments.* The key issue raised by the research was that different drivers and different priorities either internally across departments or externally across the different stakeholders would make this very difficult to achieve, Armstrong (2000) identified the need for cross-linkages in stakeholder scorecards and McAdam, Hazlett and Casey (2005), found the issue of horizontal and vertical integration problematic identifying a number of instances where dealing with the issues that arise can be put off or avoided and thus can cause more extensive problems later on. Wisniewski and Stewart (2004) suggest that an

integration mechanism should be developed to correlate and compare the demanded outcomes and Fletcher, Guthrie, Steane, Roos, and Pike, (2003) do not believe that a unitary set of hierarchical performance measures can be developed to cover an entire organisation or all of its stakeholders without addressing the need for synergy across departments or organisation boundaries. If the issue of effective vertical, and particularly in the case of the third sector, horizontal integration is to be overcome then a specific integration mechanism for use with the PSS framework will need to be developed.

The issue of effectively resourcing the implementation of the public sector scorecard also arose with two of the suppliers stating that they would require an IT based solution to manage the public sector scorecard on an ongoing basis. The above view is supported by Papalexandris, Ioannou, Prastacos and Soderquist, (2005) who point out that the scorecard approach pays little attention to supporting factors such as IT systems and that full attention to supporting factors such as change management, project management, and IT infrastructure development, are critical for the successful implementation of a scorecard.

A number of studies highlight the importance of approaching the implementation of performance management from a change management perspective, (Bourne et al, 2002), Kaplan and Norton, 2001, Kasurinen, 2002 and McCunn, 1998) and there is clearly a significant amount of change required to successfully implement the PSS in housing related support services but there is scant reference to this approach in the PSS methodology.

An important part of the research was to evaluate the public sector scorecard implementation methodology and its application with third sector housing related support suppliers. The research has highlighted a number of key areas associated with implementation that will require further work and development if the PSS is to be successfully implemented. There is

little in the PSS framework regarding resources or the use of IT to manage the scorecards once created, the framework identifies that risk should be managed across all perspectives but there is nothing to guide the implementation process around identifying, assessing and mitigating risks, similarly, a key aspect of the implementation methodology is working across departmental and/or (more likely in the third sector) organisational boundaries, but the methodology fails to articulate how this might be achieved, and even if achieved, how the competing priorities, again more likely in the third sector, can be integrated into a single scorecard for use by the supplier.

In conclusion it is difficult to see how the PSS framework and methodology can be successfully implemented in housing related support services without further research in a number of key areas and some suggestions for that further research are set out in the final chapter of the dissertation as key recommendations.

5.4 Evaluation of the adopted methodology

Chapter 3 of the dissertation set out the research methodology in detail and the reasons why the methodology was chosen by the researcher. The methodology employed was a case study methodology using an inductive approach via semi structured interviews and qualitative analyses.

The research methodology adopted was appropriate for the sample size and provided an information rich piece of research which enabled the research aims, objectives, and questions to be explored thoroughly.

5.5 The Research Sample

The research used only a small sample using the purposive sampling technique and this sampling technique was appropriate for the research philosophy, strategy and approach adopted by the researcher.

The “typical” sampling approach was also beneficial to the research as in selecting the sample a number of “typical” features are present in the suppliers selected including that the majority of small suppliers in the Supporting People program deliver very specialised services to niche markets which deal with service users with complex needs and at the other end of the supplier scale the majority of large suppliers in the Supporting People program deliver generic services to large markets dealing with services users who have less complex needs. The majority of medium size suppliers in the Supporting People program deliver a mixture of the two service types to meet a range of service user needs across a number of client groups.

5.6 Semi structured interviews

The design of the semi structured interviews with the suppliers is discussed in detail in chapter 3 of the dissertation. The interviews were based on a range of propositions taken from the theoretical framework and detailed background information on the theoretical framework was sent to the suppliers in advance of the interviews and these also contained details of further reading.

The interviews were recorded and transcribed verbatim which assisted greatly with the writing up of the case studies allowing direct quotes, and the categorisation of the data for use in the qualitative cross-case analyses. However, the research was delayed by the use of a transcription service by more than 4 weeks and there is a cost implication for the researcher also. However, on balance, the researcher believes that the advantages of having professionally transcribed interviews with which to carry out the analyses outweigh the disadvantages and would use this method again.

The differing levels of knowledge and understanding both of performance management frameworks and of the practical application of a balance scorecard are clearly evident in the research but the researcher believes that

this is a positive aspect of the research.

Some evidence of researcher influence in the semi structured interviews is present in two of the interviews with the suppliers, the dissertation discussed this in more detail in chapter 3 however it is limited and is not thought to have altered the research analyses or the research conclusions.

There were areas of the implementation methodology of the public sector scorecard which the semi structured interviews with the suppliers could have explored in more detail, particularly issues relating to Moullin's eight essentials of performance management.

5.7 Summary of the chapter

This chapter set out the conclusions of the research and aligned those conclusions with the research aims set out in chapter 1. The chapter continued by evaluating the research methodology and synthesised the conclusions with the literature.

Chapter 6: Recommendations

6.0 Introduction to the chapter

The following chapter sets out the key recommendations arising from the research conclusions set out in chapter 5 of the dissertation.

6.1 Key Recommendations

6.1.1 Overall Recommendation

That the PSS framework and methodology be further enhanced by the development of a number of best practice guides and implementation protocols to assist third sector organisations to build and implement effective scorecards in housing related support services.

6.1.2 Key Recommendations

Table 6: Key Recommendations

No.	Key Recommendation
1	That further research is undertaken into the development of a service user involvement best practice guide for use with the PSS.
2	That further research is undertaken into the development of a clear stakeholder mapping methodology for use in multi-stakeholder settings for the PSS.
3	That further research is undertaken into the development of a best practice guide on the use of value for money tools for use with the PSS.
4	That further research is undertaken into the development of a coherent and robust approach to identifying and managing risk for use with the PSS.
5	That further research be undertaken into the development of a clear integration mechanism to aid working across departmental

	and organisational boundaries in the third sector.
6	That further research is undertaken into the development of the PSS methodology to take full account of supporting factors such as change management, IT infrastructure, and project management.
7	That this initial research study is enhanced by a research questionnaire to housing related support suppliers in the city to complement the outcomes of this research.

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Appendices

Appendix 1: PSS Implementation Methodology (taken from Moullin 2002)

The Public Sector Scorecard (PSS) Methodology

Moullin suggests the methodology below as the main steps involved in using the PSS.

- 1 Identify stakeholder requirements and expectations with service users and other stakeholders, preferably in a workshop setting.
- 2 Form a reference group (or steering group) including senior managers, staff, service users and other stakeholders.
- 3 Re-examine the organisations strategy, vision, values, mission etc. ensuring that they are focussed on the needs of service users and other key stakeholders. The extent of this stage will depend on how recently and how comprehensively the organisation has developed these aspects.
- 4 Translate the strategy into a strategy map showing the organisations main aims and objectives and strategies under each of the 5 perspectives of the PSS. While undertaking this analyses, the 5 headings of the scorecard will serve as a prompt to identify further aspects that may not have been considered previously.
- 5 Identify appropriate performance measures for each objective within the 5 perspectives. A key aspect here is understanding the links between strategies and performance measures, since there will be a time lag between implementing strategies and some outcome measures, requiring the development of appropriate intermediate measures. Make it clear to participants that this is just an initial attempt at this which will be refined later.
- 6 Identify the main processes involved in delivering the service and look at them in turn. Process mapping may be useful here. For each process, identify the main objectives and possible performance measures, consider

how the processes can be improved to deliver improved performance, and discuss how the culture of the organisation, its staff and partners affect the process and how this too can be improved.

7 Identify, with the reference group (and others as necessary) the main risks to the service under each of the 5 perspectives and how they might be managed.

8 Consider the practicalities in obtaining the performance measures, including their likely reliability, how they will be seen by staff and users, and whether they add value. You may need to be fairly brutal in reducing the number of measures.

9 both the risk assessment and the process of developing appropriate measures typically generates debate about how to achieve the organisations objectives and there will be further development of strategies, processes and performance measures to make sure they are all consistent.

10 Collect and analyse the data obtained, ensuring that future strategies and processes take into account the feedback.

11 Review the whole process of the PSS, including measures and strategy and ensure tat the measures are likely to produce the desired behaviours.

Appendix 2: Data Analysis, Data Coding and Data Tables

Stage 1: Initial Data Analysis

As outlined in chapter 3 of this dissertation the approach to data analysis utilised was via an open coding process. Coding is a common approach to qualitative data analyses, (Miles and Huberman, 1994), and the coding used in this research is directly related to the research topic to enable the research findings to be related back to the research aims and objectives, (Irvine and Gaffikin, 2006).

A number of new codes were added as the research progressed to incorporate new themes that emerged as advised by Carroll and Swatman (2000) to ensure the connection between the data, the data analysis and the research topic and some codes were discarded due to a lack of repetition or clear pattern or because of a lack of explanation or causal factors.

An explanation of the codes used is set out below.

Data Code	Data Category
SP	Views on 5 Perspectives
ILP	Views on 5 Perspectives
OEP	Views on 5 Perspectives
FP	Views on 5 Perspectives
USSP	Views on 5 Perspectives
WSSS	Views on working with staff, stakeholders and/or service users
APM	Views on developing appropriate performance measures
GTPM	Views on cascading the scorecard across departmental or organisational boundaries
CAD	Views on collecting and analysing data for performance measures
ASPM	Views on the alignment of strategy, priorities and measures
KV	Key views (other)
PSM	Views on the use of process and strategy maps
GV	Views on the main strengths of the PSS model
MW	Views on the main weaknesses of the PSS model
RM	Views on the approach to risk management using the PSS model

An example data fragment is presented below from each of the 3 interviews undertaken.

Each of the data fragments is different, however in terms of the analysis technique employed they all relate to issues or difficulties associated with involving service users, stakeholders and/or staff in the PSS process.

For the initial analyses all data fragments below were coded to the data category WSSS.

Data Fragment	Code Assigned
Ultimately the sort of key to it is the issues are in stakeholder involvement, and staff and management, and I think an issue would be understanding the concept, and communicating that understanding, particularly to service users.	WSSS
In terms of issues, problems, for me it's around engagement with service users and with stakeholders.	WSSS
I think the difficulty with something like this is the service user involvement side.	WSSS

However, as Hirschheim et al (1995) note analysis of qualitative data is an iterative process that leads to initial understanding and then further exploration of the data is required to find new understanding, this was the approach adopted by the researcher.

Stage 2: Intermediate Data Analysis

To illustrate this part of the process, the same quotes are presented below; however this time a numeric code had been added to supplement the text code leading to a data category of WSSS5 for S1 (the data fragments highlighted in red demonstrate the reasons for this categorisation and it is these words which separate it from the other 2 examples provided).

Data Fragment	Code Assigned
Key to it is stakeholder involvement, and staff and management, and I think understanding the concept, and	WSSS5

communicating that understanding, particularly to service users.	
In terms of issues, problems, it's around engagement with service users and with stakeholders.	WSSS
I think the difficulty with this is the service user involvement side.	WSSS

Therefore the first data fragment was assigned to WSSS5 as set out below.

Data Code	Data Category	Data Meaning
WSSS5	Views on working with staff, stakeholders and/or service users	The capacity of service users to engage would make this difficult

This process was repeated for each of the data fragments from the research. It was at this stage of the research that a counting process was employed to count the number of times each supplier expressed a view with a meaning that could be categorised.

The second or intermediate stage analysis produced the data tables below.

The 5 Perspectives of the PSS

Data Code	Supplier	View Expressed	Number of Times Expressed
SP1	SUP2, SUP3	Clear vision, values and objectives important	SUP2(1), SUP3(3)
SP2	SUP3	Service users and key stakeholders should know what the organisation is trying to achieve.	SUP3(1)
SP3	SUP3	PM process should not be top down	SUP3(1)
SP4	SUP3	Important to know if key aims and objectives are met	SUP3(1)
SP5	SUP1	Do not have a strategy	SUP1(1)
ILP1	SUP3	Important but not measured	SUP(3)
ILP2	SUP1, SUP2	Not part of our current PM Framework	SUP1(3), SUP2(2), SUP3(2)
ILP3	SUP1, SUP3	Informal learning is important	SUP1(1), SUP3(1)
ILP4	SUP3	Variety of learning methods is important	SUP3(1)
ILP6	SUP1	Too busy delivering the service	SUP1(1)
OEP1	SUP3	Clear staff management processes help deliver excellence	SUP3(1)
OEP3	SUP2	Regular review of processes improves	SUP2(1)

		service delivery	
OEP4	SUP3	"Golden thread" already present in our PM framework	SUP3(1)
OEP5	SUP3	Provide workshops for staff and others on vision for excellence	SUP3(2)
OEP6	SUP1	Provide regular training for staff	SUP1(4)
OEP7	SUP1	Happens organically	SUP1(1)
FP1	SUP2, SUP3	Financial performance management system in place	SUP2(3) SUP3(1)
FP2	SUP1, SUP2, SUP3	Finance not a key driver for Third Sector	SUP1(1), SUP2(3), SUP3(7)
FP3	SUP2, SUP3	Financial PI's in place	SUP2(1), SUP3(1)
FP4	SUP1	Demand outstrips supply - less of a concern	SUP1(4)
USSP1	SUP1, SUP2, SUP3	Regular involvement of service users in business planning important	SUP1(1), SUP2(4), SUP3(2)

Working with staff, service users & other key stakeholders to develop a scorecard

Data Code	Supplier	View Expressed	Number of times Expressed
WSS S1	SUP1, SUP2, SUP3	Like the idea of a PSS steering Group	SUP1(1), SUP2(2), SUP3(1)
WSS S2	SUP1, SUP2, SUP3	Difficult to identify the right stakeholders	SUP1(4), SUP2(3), SUP3(1)
WSS S3	SUP1, SUP2, SUP3	Chaotic lifestyle of service users makes involvement difficult	SUP1(4), SUP2(3), SUP3(1)
WSS S4	SUP1, SUP2, SUP3	Getting buy-in from service users difficult	SUP1(3), SUP2(3), SUP3(6)
WSS S5	SUP1, SUP2, SUP3	The capacity of service users to engage make this difficult	SUP1(2), SUP2(3), SUP3(11)
WSS S6	SUP1, SUP2, SUP3	Getting a clear commitment from key stakeholders would be difficult	SUP1(3), SUP2(5), SUP3(2)
WSS S7	SUP1, SUP2, SUP3	Getting buy in from staff would be difficult	SUP1(1), SUP2(2), SUP3(5)

Identifying appropriate performance measures for each objective of the scorecard

Data Code	Supplier	View Expressed	Number of times Expressed
APM1	SUP1	Performance measures need to be realistic	SUP1(2)
APM2	SUP1	Performance measures need to add value	SUP1(1)
APM3	SUP2, SUP3	Performance measures need to be based on service users expectations	SUP2(1), SUP3(1)
APM4	SUP1, SUP2, SUP3	Performance measures need to be regularly reviewed	SUP1(1), SUP2(5), SUP3(1)

Cascading the scorecard to individual departments to create the golden thread of performance management

Data Code	Supplier	View Expressed	Number of times Expressed
GTPM1	SUP3	We used team and other events to try to create the golden thread	SUP3(2)
GTPM2	SUP2	We are not sure how to cascade the scorecard	SUP2(2)
GTPM3	SUP2, SUP3	This is a cultural issue which will require a lot of work	SUP2(2), SUP3(1)
GTPM4	SUP1	We don't have departments	SUP1(1)

Collecting and analysing the data obtained

Data Code	Supplier	View Expressed	Number of times Expressed
CAD1	SUP3	Feedback to service users and stakeholders is critical	SUP3(2)
CAD2	SUP3	Don't collect and analyse performance data and then do nothing with it	SUP3(2)
CAD3	SUP3	Only collect performance data that is relevant and has a clear function.	SUP3(1)
CAD4	SUP3	Use the data collected to deliver continuous improvement to the service delivery	SUP3(1)

Do you think that the PSS model successfully aligns strategy, process and performance measures?

Data Code	Supplier	View Expressed	Number of times Expressed
ASPM1	SUP1, SUP2, SUP3	Yes	SUP1(1), SUP2(6), SUP3(1)
ASPM2		No	

Other key views expressed in relation to the models structure

Data Code	Supplier	View Expressed	Number of times Expressed
KV1	SUP1, SUP2	Ensures and holistic approach to PM	SUP1(1), SUP2(2)
KV2	SUP1	It makes you think about how you should do it	SUP1(1)

Views expressed in relation to the use of process and strategy maps

Data Code	Supplier	View Expressed	Number of times Expressed
PSM1	SUP1, SUP2, SUP3	Helps clarify thinking	SUP1(1), SUP2(3), SUP3(3)
PSM2	SUP1, SUP2, SUP3	They pull everything together	SUP1(1), SUP2(1), SUP3(1)

Main strengths of the PSS Model

Data Code	Supplier	View Expressed	Number of times Expressed
GV1	SUP2	Could offer real value to an organisation	SUP1(1)
GV2	SUP2	Requires a lot of information to build a scorecard	SUP2(1)
GV3	SUP2	Provides a simple way of doing things	SUP2(1)
GV4	SUP3	Streamlines the process of PM	SUP3(1)

Main Weaknesses of the PSS Model

Data Code	Supplier	View Expressed	Number of times Expressed
MW1	SUP1, SUP2, SUP3	This would take up a lot of time	SUP1(2), SUP2(1), SUP3(1)
MW2	SUP1, SUP2, SUP3	This is would require a lot of resources to make it work	SUP1(2), SUP2(3), SUP3(1)

Using the PSS to better manage risk

Data Code	Supplier	View Expressed	Number of times Expressed
RM1	SUP1, SUP2, SUP3	Risk is a higher priority for public and third sector organisations than it is for private business	SUP1(2), SUP2(1), SUP3(1)

RM2	SUP1, SUP2, SUP3	Improved my organisations approach to managing risk	SUP1(2), SUP2(3), SUP3(1)
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Once stage 2 of the data analysis was complete, that of assigning “meaning” to the data fragments from the interviews, the analysis was then taken a stage further and the categories “aggregated” into core concepts.

Stage 3: Penultimate Data Analysis

The key development in the analysis at this the penultimate stage of the process was to split the data categories into two parts:

- 1 Concepts relating to the structure or architecture of the PSS
- 2 Concepts relating to the implementation methodology of the PSS

The data codes were replaced by clear headings for each of the above under which the data fragments were re-ordered. At this point in the process a number of data fragments were discarded or ignored because there was no evidence of repetition and a number of new data fragments were added because they were now able to be assigned to the broader conceptualisation associated with the concepts as part of the inductive/interpretist stance of the study.

An example of the aggregation and reduction process employed is given below:

Data Code	Supplier	View Expressed	Number of times Expressed
WSSS 2	SUP1, SUP2,SUP 3	Difficult to identify the right stakeholders	SUP1(4), SUP2(3), SUP3(1)
WSSS 6	SUP1, SUP2, SUP3	Getting a clear commitment from key stakeholders would be difficult	SUP1(3), SUP2(5), SUP3(2)

The 2 codes above both relate to working with key stakeholders, but WSSS2 is about identifying stakeholders whilst WSSS6 is about

commitment from stakeholders. The researcher adopting an “interpretative” approach to the research as described in chapter 3 and “aggregated” the codes into “effective stakeholder involvement” thereby reducing the data to produce a pattern that is repeated 18 times.

This produced the analysis below:

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Effective stakeholder involvement	18

Similarly, the issues raised by the suppliers relating to time, and resources were coded as main weaknesses at stage 2, however for stage 3 of the analysis these data fragments were moved into the second part of the data split because they have been interpreted as implementation issues.

Key Issues and challenges of PSS implementation methodology

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Finding the time	4
S1,S2,S3	Finding the resources	6

The stage 3 data tables are presented below.

Strategic Perspective

Supplier	View Expressed	Number of times Expressed
S2,S3	Clear vision, values and objectives should drive the service forward	4
S3,S2	Regular review of vision, values and objectives critical	4
S3,S2	Staff and service users need a clear understanding of the vision, values and objectives	3
S1,S3	Service users should be at the heart of everything we do	3
S1	Don't have a strategy	2
S3	Not just a top down process	1

Innovation & Learning Perspective

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Don't measure innovation & learning	9
S1,S3	Have a formal training plan but don't measure it	4
S2,S3	Not integrated into our overall PM framework	4

Operational Excellence Perspective

Supplier	View Expressed	Number of times Expressed
S2, S3	Have clear processes designed to deliver excellence	3
S2,S3	Regularly review our processes to improve our service delivery	2
S3	Have regular communication with staff, service users and stakeholders about how well we are doing	3
S2,S3	Regularly seek feedback from staff, service users and stakeholders about performance	4

The service user/stakeholder perspective

Supplier	View Expressed	Number of Times Expressed
S1, S2,S3	Agree with inclusion in PSS	3
S2, S3	Already involve service users	4
S2,S3	Already involve key stakeholders	2

Finance Perspective

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Finance is not a key driver for the business	11
S2,S3	Finance PI's are in place	2
S1	Demand outstrips supply	4
S2,S3	It's integral to our PM of the business	4

PSS Emphasis on Service User/Stakeholder Involvement

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Agree	7
	Don't agree	
	Not sure	

Alignment of strategy, process and PI's would improve outcomes for service users

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Agree	8
	Don't agree	
	Not sure	

PSS Emphasis on risk management across 5 perspectives

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Agree	4
	Don't agree	
	Not sure	

Key Issues and challenges of PSS implementation methodology

Supplier	View Expressed	Number of times Expressed
S1,S2,S3	Effective service user involvement	26
S1,S2,S3	Effective stakeholder involvement	18
S1,S2,S3	Effective staff involvement	8
S2,S3	Cascading the scorecard	4
S1,S2,S3	Finding the time	4
S1,S2,S3	Finding the resources	6
S1,S2,S3	Identifying the right people for the steering group	8
S1,S2	Working across organisational boundaries	4
S1,S2,S3	Making sure you measure what matters	3
S3	Making sure that feedback is provided	2
S1,S2,S3	Carrying out regular reviews of scorecard(s)	7
S2,S3	Cultural resistance to the scorecard	3
S2,S3	Managing the information gathered to build the scorecard	2

PSS use of Strategy and Process Maps

Supplier	View Expressed	Number of times Expressed
S2,S3	Make the process simpler	2
S1,S2,S3	Help to clarify thinking	7
S1,S2,S3	Bring it all together	5

Stage 4: Cross Case Analysis

The final Stage of the data analysis was to undertake a cross case analysis of the data using graphs produced by Microsoft Excel spreadsheets. This enabled the data to be presented in an easy visual style from which the reader can easily identify key themes and the recurring patterns across cases.

All of the graphs produced for this part of the data analysis are contained within chapter 4 of this research dissertation.

Summary of the Data Analysis Employed

The purpose of this appendix is to provide a detailed description and illustrative examples of the data analysis techniques employed by the researcher. The researcher adopted a 3 stage data analysis process as proposed by Strauss and Corbin (1990), the first stage used an open coding approach whereby the interviews were deconstructed (electronically) and the key concepts were established. The second stage of the data analysis process was to try to establish meaning or underlying "reasons" in the data fragments and to re-order the fragments according to "meaning" against the analytical framework reducing the data where this was possible, and throughout this process the researcher was mindful of limiting the number of categories and codes, (Voss et al, 2002).

Finally the researcher employed a cross-case analysis process to identify cross case patterns as suggested by Eisenhardt (1989). The researcher continually strived for explanations and causality for example the views expressed regarding the difficulties associated with working across organisational boundaries in the view of the researcher must inevitably have a causal link with, and be explained by, the issues raised regarding the difficulties in identifying key stakeholders because, if you cannot identify your key stakeholders, how can you effectively involve them in building a scorecard?

Chapters 4 and 5 of this dissertation outline the researcher's findings and conclusions on based on the data analysis techniques employed during the research and the final chapter sets out the recommendations that are designed to deal with the causes and explanations.

Appendix 3: The Pilot Study

1 Background

The Supporting People program was subject to Audit Commission inspection in 2004 and 2005 and on both occasions a poor rating was given. A significant contributory factor to the rating was poor performance management, either at program level (program performance) or at service level (service performance).

The Audit Commission report published in September 2005 highlighted a number of key areas which the Audit Commission require that the Supporting People program address and these included the need for more effective performance management and monitoring, better engagement of stakeholders, improved delivery of key performance information from suppliers, the introduction of a robust system to strategically drive improvement and performance manage better outcomes and the alignment of priorities, strategies, resources and performance management arrangements.

The researcher chose to examine the Public Sector Scorecard as the aim of the theoretical framework of the Public Sector Scorecard is to align strategy, resources and priorities to improve outcomes for service users, a key objective for Liverpool Supporting People program.

2 Purpose of the study

The purpose of the study was to answer the research question:

What are the key issues and challenges for Supporting People in relation to the use and application of the Public Sector Scorecard (PSS) performance management framework in third sector housing related support services?

Meredith (1998) cites the 3 main strengths of case research as being

- 1 The phenomena can be studied in its natural setting.
- 2 The case method allows the what, why and how questions to be answered.
- 3 The case method allows for the early exploratory investigation where the variables are unknown and the phenomenon not understood.

Frohlich (1998) believes that exploration is needed in the early stages of research to help develop research ideas and questions. Further, many doctoral thesis begin with a case study approach to generate a series of research questions that are worth pursuing further. However it is beyond the scope of both the pilot study and this research to undertake further work on the research questions raised by this study.

The researcher could find only one prior example of the Public Sector Scorecard having been utilised (Moullin 2004, The Evaluation of a Health Service Task Force) but no examples of the approach having been implemented in a third sector environment or in a housing related support service.

This means that there is little or no understanding of the application of the theory to these types of public services and so the focus of the pilot study was the third main strength identified by Meredith (1998) above, that of exploration.

Outcome from Pilot Study

The outcome of the pilot study was to produce a clear set of recommendations for further research.

Appendix 4:- Time Horizons

Dissertation Project Plan												
July	Week 4											
	Week 3											
	Week 2											
	Week 1											
June	Week 4											
	Week 3											
	Week 2											
	Week 1											
May	Week 4											
	Week 3											
	Week 2											
	Week 1											
April	Week 4											
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March	Week 4											
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November	Week 4											
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October	Week 4											
	Week 3											
	Week 2											
	Week 1											
September	Week 4											
	Week 3											
	Week 2											
	Week 1											
Activity	Write Research Proposal											
	Submit to Tutor for Comments											
	Revise Research Proposal											
	Undertake Literature Review											
	Design Semi Structured Interview											
	Pilot Study Period											
	Undertake Semi Structured Interviews											
	Analyse Data from Semi Structured Interviews											
	Produce 1st Draft of Dissertation											
	Submit to Tutor for Comments											
	Produce 2nd Draft of Dissertation											
	Submit to Tutor for Comments											
	Produce Final Dissertation											
	Submit to University for Marking											
Legend												
Completion of reviews of 500 Supporting People services and decision making process for re-contracting arrangements												
Preparation for Audit Commission re-inspection of Supporting People program												
Audit Commission on site for re-inspection of Supporting People program												

Appendix 5: Eligibility criteria for SP services

Help in setting up and maintaining home or tenancy

Developing domestic / life skills

Developing social skills / behaviour management

Advice, advocacy and liaison

Help in managing finances and benefit claims

Help in gaining access to other services

Help in establishing social contracts and activities

Help in establishing personal safety and security

Supervision and monitoring of health and well-being

Peer support and befriending

Help in finding other accommodation

Help maintaining the safety and security of the dwelling

Cleaning of own rooms (as defined under THBS)

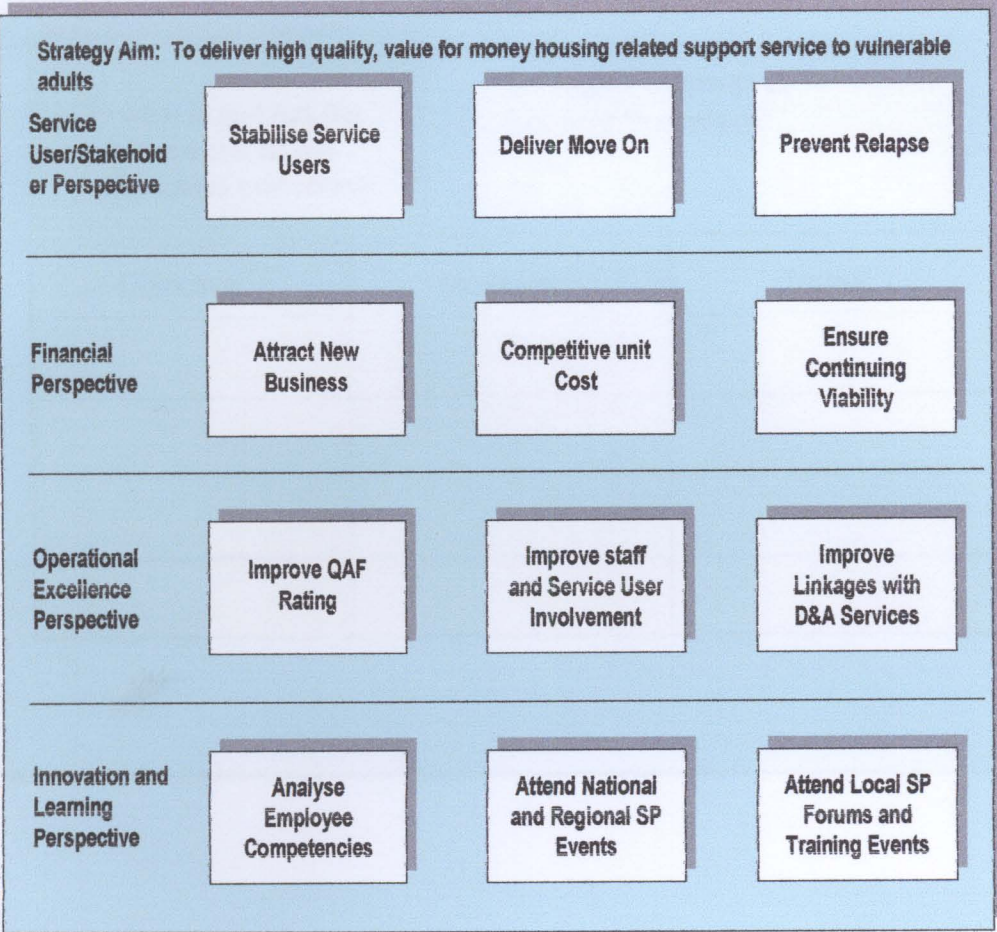
Advice and support on repair work / home improvement work

Help with shopping, errand running and good neighbour tasks

Access to local community organisations

Appendix 6

Example Strategy Map for the Public Sector Scorecard



Appendix 7

Public Sector Scorecard: Objectives, Measures & Targets

Strategic Perspective: Example Scorecard		
To what extent has the service met its key performance outcomes?		
Objective	Measure	Target